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ABSTRACT

The financing of adult learning in civil society in Europe was examined in an exploratory study that focused on the relationship between nongovernmental organizations (NGOs) and the status of financing in the general field of adult learning. Adult education experts from the following countries were subcontracted to develop "country windows" on their nation's policies regarding public financing of NGOs supporting individuals' participation in organized adult learning: Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Ireland, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and the United Kingdom. Each country window included information on the following topics: the educational system and provisions for financing education; the legislative environment; the amount of public financial support; recognition and accountability; and supranational financial support. The country windows revealed that NGOs in the individual study countries are funded by combinations of the following funding mechanisms: (1) basic grants/general operational allocations; (2) project-bound operational grants; (3) fees from participants; and (4) private sponsoring by companies, foundations, or national lotteries. In most countries, public financing of NGOS was increasing, as was the role of NGOs on the adult learning scene. (Most of the country windows, which constitute approximately 60% of the document, include substantial bibliographies.) (MN)

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THE FINANCING OF ADULT LEARNING IN CIVIL SOCIETY:
A EUROPEAN EXPLORATORY STUDY

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The Financing of Adult Learning in Civil Society:
A European Exploratory Study

Paul Bélanger and Bettina Bochynek
in collaboration with Kai-Oliver Farr

With the Support of:
The European Commission
Directorate-General XXII
Education, Training and Youth

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TABLE OF CONTENTS

Introduction 1

Chapter 1:
The Methodological Strategies and Challenges of the Study 3

Chapter 2:
Definition and Description of the Field: The Analysis of the Re-ermergence of Non-governmental Organizations on the Adult Learning Scene 7

Chapter 3:
Country Windows 13
Austria 13
Belgium 17
Czech Republic 30
Denmark 35
Finland 39
France 44
Germany 49
Greece 56
Hungary 63
Ireland 68
Luxembourg 73
Netherlands 78
Portugal 85
Spain 88
Sweden 94
United Kingdom 99

Chapter 4:
Financial Support to Individuals 105

Chapter 5:
New Trends in the Financing of Adult Learning in Non-Governmental Organizations 133

Conclusions 141

Annex
Structure of *"Country Windows"* 145

Introduction

As a follow-up to the Fifth International Conference on Adult Education (CONFINTEA V), held in July 1997 in Hamburg, Germany, the UNESCO Institute for Education (UIE), with the support of the European Commission, is pleased to present this exploratory research study on the financing of adult learning in civil society in Europe.

While the general mapping and financing of vocational continuing education are more substantially and regularly reviewed and assessed[1], the relation between non-governmental organizations (NGOs) and the state in the general field of adult learning in the European region remains poorly documented.

Though the role of non-governmental organizations tends to increase, we know very little, in the European region, about the legislative framework for supporting civil society and non-governmental adult learning agencies, and about the mechanisms to allocate funds while recognizing and respecting the autonomous legal status of NGOs as well as making them accountable for the resources received from public and private sources. The financing of adult education in civil society goes beyond the public financial contributions or allocations given to NGOs as providers of adult learning activities and programmes: it equally concerns the support offered to individuals to participate in organized adult learning.

The objective of the study, reported in this publication, was to review the different patterns of public financial support to NGOs in Europe and to expose the current policies for supporting financially the participation of individuals in organized adult learning.

The first chapter will describe the methodological strategies applied, including the difficulties and challenges of exploring a still very weakly institutionalized field of education. Due to the scarcity of explicit and systematized documentation on these issues and in view of the diverging and complex ways in which the different countries are structured, we had to rely on a multiplicity of sources. This exploratory study is indeed the first inquiry on the subject ever done from an international perspective.

The second chapter describes the larger context of the emerging learning societies within which the development of non-governmental adult learning organizations takes on its significance. It attempts to capture the specific contributions of NGOs in the new general organization of adult learning. The third chapter presents the "national windows" offering a general overview of the financing of non-governmental organizations in each country. In the fourth chapter, we analyse, across national legislation and policies, the different patterns of financial support offered to individual learners. Though the national contexts vary significantly, we will present, in the fifth chapter, what appears to us to be the most significant trends in Europe today.

The study, as already underlined, is an exploratory one. Following the presentation of our synthesis, we will propose ways to pursue further the analysis of the extremely diversified area of adult learning.

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[1] see, for example, the publications on vocational training in Europe produced by the European Centre for the Development of Vocational Training (CEDEFOP).

CHAPTER 1

The Methodological Strategies and Challenges of the Study

Overall, the present investigation of the field of NGO-provided adult learning in Europe based on secondary sources has been confronted by the absence of systematically recorded data and original documents, and by the general lack of comprehensive illustrative materials.

Despite these unfavourable conditions, the investigation set out to tackle the task of producing national reports on non-governmental adult learning in the countries of the European Union plus Hungary and the Czech Republic, and on the patterns of public financial support for NGOs involved in adult learning.

The information presented and the trans-national analysis are, consequently, grounded on the collection of the limited number of materials - further amplified by national researchers - available and supportive for our purposes. The overall intention was to generate a first global picture instead of undertaking a genuine long-term field research. For this reason, the project has been named an "exploratory study" on the basis of secondary sources.

The investigation is also an "exploratory" one from another perspective. It might be used as a pilot analysis for subsequent studies examining the situation in other regions of the world, which would profit from the experiences gained in the "exploratory" study.

Delineation of the Study

The principal purpose of the study was to scrutinize the public financial support to adult learning in civil society, this being, firstly, the transfer of funds to non-governmental providers or programs - including the control and accounting mechanisms - and, secondly, the financial assistance provided to individual people to participate in organized learning opportunities.

Both, the legislative and policy framework on the one hand as well as the resources actually assigned and transferred on the other hand were to be focussed on. In addition, two specific areas of adult learning were meant to be scrutinized in particular (preventive health education and aging) with the aim of exploring new trends and of identifying new types of NGOs.

To the countries of the European Union, two other European countries were added: the neighbouring Central European countries Hungary and the Czech Republic, among the first countries in transition on the waiting list to join the European Union.

As the project took off, some conceptual clarification was needed on the definition of a non-governmental organization, and on the definition of organized adult learning. In the understanding on which this study has been based - and in accordance with the definition indicated by some of the contributors to this study - the type of NGOs considered as the backbone of civil society are not only non-governmental, but also not-for-profit organizations. Complementary characteristics might be added, such as the relative autonomy of NGOs, their mixed income structures (mostly made up of public subsidies and membership/participation fees; sometimes enriched by donations), and the composition of their personnel which often includes professionals as well as a number of volunteers.

Concerning the type and area of adult learning which this study was to concentrate on, the study relied on a definition specified before (Bélanger & Valdivielso, 1997), characterizing adult learning as any educational activity structured in terms of content and time frame and aimed at serving adults who are outside of the formal education system. Although the focus of the provision is generally on general adult learning, also called socio-cultural or popular education in certain contexts, some of the NGOs included in this study may also offer vocational or remedial activities.

The Procedure

The initial working plan had foreseen that the entire study was going to be undertaken principally at the UNESCO Institute for Education (UIE), supported by different actors in the respective countries in basically two ways: in the search for recent documents as well as in the verification of the finalized texts on the countries before the comparative analysis was going to be undertaken.

It was hoped that contacts would be established in the countries (UNESCO National Commissions, ministries, researchers, networks), so that official documents and pertaining relevant information could be forwarded to UIE. Meanwhile, secondary sources and international data were going to be compiled and evaluated at the Institute, with the help of the EURYDICE Data bank of the European Union, the ALICE Data bank of the European Association for the Education of Adults (EAEA), and a general bibliographical search. The answers to the questionnaires sent to UNESCO Member States for the preparation of the Fifth International Conference on Adult Education were expected to generate further important information for the production of what came to be termed the *country windows*.

Moreover, this framework foresaw a more in-depth analysis in some countries and a shorter survey in the others, so that the second group of countries could then be referred to only for the verification of the trends disclosed in the first group.

In order to facilitate the exchange with the experts in the countries and to obtain targeted data catering to the study's specific questions, a short questionnaire for three distinctive groups of addressees was designed: (a) the ministries primarily in charge of adult education in each of the countries, (b) the national association of adult education and other adult education organizations active in the countries (disseminated with the help of the European Association for the Education of Adults EAEA), and (c) one regional network each on health and aging: the Older Adults Network of EAEA, and the European Network of Health Promotion Agencies (ENHPA).

However, this original methodology needed to be re-adjusted all along the implementation of the different steps of the study, mainly for two reasons. First of all, the attempt to collect important information through various contacts in the countries was not successful. At the same time, the return

rates of the questionnaires were, even against modest expectations, exceptionally low. Moreover, those questionnaires actually returned to UIE suffered from contradictions compared to the information gathered from other materials, and, not being specialists on the respective national settings, the means to verify the discrepancies were not available at UIE.

It, thus, became gradually very clear: a more substantial in-depth knowledge of the respective national contexts was needed in order to interpret and synthesize the scarce available data, to discern the relevant features from marginal phenomena, and to make use of and understand materials written in the respective national language.

The initial approach, therefore, had to be modified. The result of this re-consideration was that adult education experts originating from the respective countries were finally sub-contracted for the task of developing the *country windows*. Based on their knowing the general context of their country and on their professional expertise, these experts were requested to prepare a brief outline on the situation of their respective country.

The authors were provided with a unified set of guidelines as to what kind of information was requested and what questions should be dealt with. (You will find the *country window* structure in the annex.) All of them were sub-contracted by UIE under the same conditions. Nevertheless, substantial differences in scope and form exist in the windows, and, despite the editing done by UIE and the efforts to harmonize the final versions of the *country windows,* differences are still visible.

Unfortunately, an expert ready to prepare the *country window* on Italy was not found, and the material accumulated at UIE was not sufficient in order to do so without the necessary support from the country. Concerning Portugal, a very short abstract was contributed by a Portuguese expert. As to some other countries, no specialist from the respective country could be persuaded to compose the text entirely on her/his own, but either the national association or a national expert agreed to verify the text and figures assembled by UIE. This was the case for Austria and the Scandinavian countries (Denmark, Sweden and Finland).

The researchers had been requested to indicate all financial amounts in Ecu and later in Euro, respectively. Wherever amounts had been given in the national currency, UIE converted them into Euro, calculated on the basis of the fixed currency exchange as of 1 January 1999. For the countries which are not part of the joint currency zone ("Euro-countries"), the currency exchange rate as of 6 August 1999 had been used. Despite the efforts to be as exact as possible in presenting financial figures, slight inaccuracies might, thus, exist due to calculation margins.

Concerning the material on individual financial support for adult learning activities, the data presented in the *country windows* proved to be quite substantial. Given the abundance and the significance of this dimension of financial support, a separate chapter reviewing the entirety of patterns across Europe appeared very useful. The respective sections were, thus, cut from the *country windows* and a common trans-national chapter on this issue was produced.

A similar procedure was foreseen for preventive health education and educational activities for and with aging populations. Against the background of the importance of these domains within European adult education, a specific section in the *country windows* was requested to be dedicated to these two areas. However, since the information presented in relation with those two areas was on the one hand very uneven and on the hand not sufficiently tangible in order to produce a separate chapter, the respective sections were deleted from the *country windows*. The information generated by some of

the national experts has been, nevertheless, taken into consideration in the final trends analysis of the report.

At the beginning of each *country window*, a set of basic statistical facts has been prepared and included in order to help the readers integrate the subsequent data. Finally, the background considerations of this report as well as the trans-national analysis have been undertaken.

Problems Encountered

The editing of so many *country windows* within one book requires the compression of complex matters in a couple of pages or even paragraphs. The national experts had been given a limit of 6 pages for their text - a space limit which proved to be a demanding challenge as they had to concentrate on the most prominent traits of multifaceted situations. In addition, the editing task at UIE eventually required to delete the historical narratives, which had been partly included in the windows, in order to harmonize the texts and to make them more concise. This was regrettable since the historical perspective - had more space been provided - would have added a meaningful dimension to contextualize the current national situation and to understand the different priorities of each of the countries.

The issue of "difference" between countries and cultures posed several problems. Among the countries, adult learning is differently defined, has differently designated aims (individual vs collective), is given different priorities (vocational training, social participation, critical awareness, literacy etc), and is, of course, organized within very different structures (regional vs centralized). Aside from these structural differences, the divergent use of terms in the *country windows* constituted a particular impediment.

In view of the dearth of specified literature on the subject (of public financial support to NGO-provided adult learning), it was finally decided not to undertake the preparation of a general bibliography with further reading suggestions at the end of the study. Instead of this bibliography, the materials taken as a source and reference (occasionally including additional materials) have been listed within each of the respective chapters.

Against the background of these constraints, which any trans-national study - particularly on a not yet institutionalized field of activities - would have had to cope with, the present study is now able to provide the following products: a series of limited but reliable national pictures of the financing of non-governmental adult learning in the European region, a review of existing measures to support financially the participation of individuals in adult learning opportunities, and a first analysis of the significant trends in the emerging field of organized adult learning in Europe.

References

Bélanger, Paul & Sofia Valdivielso, **The Emergence of Learning Societies: Who Participates in Adult Learning?**, Oxford, Pergamon & UNESCO Institute for Education, 1997

CHAPTER 2

Definition and Description of the Field: The Analysis of the Re-emergence of Non-governmental Organizations on the Adult Learning Scene

The New Adult Learning Scene

The demand for adult learning has not stopped growing for 20 years, to the point of experiencing a real boom in a variety of forms: adult literacy, work related adult learning, courses in second or third languages, other general adult education, health education, civic education, etc.

In Sweden, for example, every year more than one adult out of two is taking part in an organized learning activity; the proportion is more than one out three in England and Wales and the Netherlands (see table I). In central Europe, in order to facilitate the present transition phase and involve the social actors in the civil society, countries like Hungary and Slovenia are now adopting new policies on adult and continuing education.

Table I
Per Cent of Population Aged 16 - 65 Participating in Adult Education and Training

Country	Total Participation Rate
Sweden	52.5
Switzerland (German)	44.7
United Kingdoms	43.9
Netherlands	37.4
Switzerland (French)	33.7
Ireland	24.3
Belgium (Flanders)	21.2
Poland	13.9

Source: OECD, **Literacy Skills for the Knowledge Society: Further Results from the International Literacy Survey**, Paris, Organization for Co-operation and Development, 1997

Several factors explain this rapid expansion in the provision of adult learning opportunities. At first, the percentage of the adult population having obtained a secondary level initial education has increased very significantly over the recent decades. We know that the participation in adult learning is closely related to the number of years of schooling women and men have benefited from during their childhood. Secondly, the drive for productivity of national markets and of the international economy requires an ongoing development of competencies at all levels of the occupational hierarchies. Thirdly, the increase of non-working-time in one's biography during and after the so-called active life creates new spaces for people to become involved in self-development activities. Moreover, since each of these three factors are still on the rise, they will push the adult learning demand even further and higher in the decades to come.

The Growing Importance of Non-Governmental Organizations in the Field of Adult Learning

The contribution of non-governmental organizations to adult learning in Europe is not a new phenomenon. Churches, political parties, trade unions and cooperatives have been important providers of adult education activities for more than a century in many European countries, particularly in Northern Europe. Similarly, large non-governmental adult education institutions have been central actors on the adult education scene for the last six or eight decades, through residential and non-residential folk high-schools or colleges, tutorial programs, study-circle associations, summer universities and physical education centres. This development took place not only in Northern Europe but also in the Southern Europe with, for example, the Popular Universities and large basic education initiatives. In many countries, these large adult education NGOs are still providing nearly half of the overall adult education activities; this is the case in Germany, where, in 1994 for example, 6.4 million adults did participate in more than 50,000 different courses offered by the folk high-schools. In Denmark, we have today 96 residential folk high-schools, 125 non-residential folk high-schools and something like 2,800 adult education circle associations. In Sweden, 145 residential folk high-schools are operating besides the nonresidential centres and the vast movement of study-circles. A similar trend can be observed in Finland and, until the 1980s, in the United Kingdom.

We would not be able to understand the current development of non-governmental organizations in the field of adult education without taking into account this rich heritage. But the history of NGOs in Europe has not ceased there. During the last three decades, these historical organizations have joined with other adult education agencies to create national adult education associations in all European countries, as umbrella organisations to promote adult learning. Besides, more than thirty years ago, these national associations established a pan-European association called the *European Association for the Education of Adults*.

Since then, new forms of non-governmental adult learning associations have appeared and joined the networks noted above: women's groups, environmental associations, health associations, local cultural centres, local libraries and museums, solidarity groups, migrant associations, older citizens' associations, etc.

The present landscape of non-governmental adult education is a growing and a very diversified one. Even with the much faster growth of industry-related adult learning activities and with the rapid opening of formal institutions to adult learners, NGOs constitute today an important provider in Europe. Table II shows the importance of the different learning modes in adult learning in five industrialized countries and indicates the comparative importance of non-governmental organizations

in relation to other providers of organized adult learning. While in the Netherlands, non-governmental organizations provide less than 10% of the overall national organized adult learning activities indicated by the adults interviewed during this 1994 participation study, this percentage reaches 25% in Switzerland. According to reliable sources, the Folk High Schools, in Germany, provide around 50% of all organized adult learning opportunities (Nuissl, E. *Adult Education in Germany*, Frankfurt/Main, DIE, 1995), whereas in Finland this percentage reaches nearly 40% (Toiviainen, T., *Responding to the Challenges of a Changing World: An Overview of Liberal Adult Education in Finland.*, Helsinki, FAEA, 1998, p. 16-17).

Table II

Adult Learning Providers by Country:
Extent of Participation by Type of Provision (Per Cent)[1]

Supplier	Canada	Switzerland	United States	Netherlands	Poland
University or other tertiary institution	21.6	20.4	44.1	17.8	11.2
Further education colleges	25.7	-	9.5	22.6	22
Commercial providers	24.9	31.1	30.1	32.4	26
Producer or supplier of equipment	11.2	11.7	12.5	4.9	6.1
Nonprofit organization	19.3	24.8	16.4	8.5	12.5
Firm or establishment	49.6	42.2	51.9	34.6	28.5
Other supplier	20.4	106.4	18.5	31.5	34

The fact that one person can participate in many activities given by different providers explains why the numbers are exceeding 100% for a given country.

Source: Paul Bélanger/Albert Tuijnman, **New Patterns of Adult Learning: A Six-Country Comparative Study**, Oxford, Pergamon & UNESCO Institute for Education, 1997.

The rapid development of adult learning provided by non-governmental organizations is to be understood especially in relation to the growing necessity of informed and active participation of citizens in today's local community life. The transformation of civil society and the rise of new social movements dealing with the growing complexity and uncertainties of life-courses, in short, the crisis of modernity is the central element propelling the adult learning demand and, within it, the increasing importance of non-governmental adult education providers.

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[1] The self-assessment of the adult education associations tends to assign a much higher figure, probably because they include, and rightly so, the non-formal educational activities integrated in their regular action programmes as the required learning component.

The Crisis of Modernity

The "modern" linear growth of the national economies and the present exploitation of non-renewable resources cannot continue without producing growing risks. The linear progress and its past capacity of functional adjustment can no longer solve the problems which it is now producing. We have reached a point where progress is now paradoxically identified with danger and risks. People want to understand, to react, to look at alternatives. In such late modern democracies confronted with the risks of the train of progress, general adult and popular education, through study-circles and many other modes of inter-learning within civil society, have become a critical catalyst in the development of self-reflexive communities.

This cultural process is both local and global. The societal risks which we are currently facing and to which we will be increasingly exposed - ethnic conflicts, possible regional environmental disasters, new or re-erupting past diseases - go beyond national frontiers and impel the creative involvement of citizens of more than one country. People look for explanation, search for new answers.

Sceptical towards the scientific pretension to the truth, doubtful about the rapid diagnosis of medical staff, suspicious about public reports on threats to their physical environments, people want to know more. They want to understand by themselves how their body functions, to check themselves the sources of information. People are curious about other cultures, other languages, other ways of living. People want to change roles, to understand and re-invent their femininity or masculinity. Feeling the necessity to take charge of their life, wishing to learn more on all these themes, seeking to discuss these questions and re-learn in convivial contexts, people tend to participate more and more in adult learning provided by non-governmental associations present in their community, precisely because the typical educational provision offered by NGOs tends to be more closely related to these existential issues.

More than Non-working-time: a New Social Space

In post-industrial countries, non-working-time has been primarily analysed in relation to work. However, work is no longer the only pole around which the major issues of today's society revolve (Offe, C. & Heinze, R.G., *Beyond Employment,* Cambridge, Polity Press, 1992). Work has ceased to be the only and even the main reference by which members of a society define themselves. Beyond the decrease in working time and the questioning of "full-time full employment," new issues are appearing: the issue of the liberation of free-time in the context of compulsive consumerism; the competition between the cultural industries (in particular television) and active forms of participation in occupying such spaces and managing the "free time," the increasing aspiration to direct their own biography and explore alternatives in the organization of their life course.

In such a post-industrial context, the over-polarization of adult learning on the work-related educational demand has become anachronistic. Still loosely structured, non-working time is open to the exploration of a variety of social participation models, of non-formal productive and creative activities and initiatives. And non-governmental organizations are well placed to provide such non-formal learning activities.

The Contribution of Non-Governmental Adult Education to the Objective of Accessibility

Another central factor explaining the specific increase of adult learning activities provided by non-governmental organizations is the issue of accessibility. National statistics show a huge gap in the adult education participation rate between people with a different socioeconomic status (see table III). In the United Kingdom, for example, almost 74% of adults with university level initial education participate every year in some form of organized adult learning, while the respective percentage of those with primary level initial schooling is close to a low 23%. Participation in adult learning activities throughout adult life is, thus, related to the level of formal initial education: a high initial educational background enhances the probability to participate by four times, or even by up to ten times in some countries.

By limiting the opportunity to learn throughout life to a few, we are thwarting the capacities of societies to tackle efficiently the problems and the risks to which they are and will be exposed.

Table III

Participation (Per Cent) in Adult Education by Level of Initial Educational Attainment

Country	Primary Education or Less	Lower Secondary Education	Upper Secondary Education	Non-University Tertiary Education	University Education
Sweden	27	46.7	52.8	66.6	70.4
Switzerland (German)	6.7	22.9	48	59.1	63.4
United Kingdoms	23.4	34.2	53.2	60.7	73.7
Netherlands	17.2	29	44.5	-	51.4
Switzerland (French)	9.5	15	35.7	51	51
Ireland	8.6	17.6	29.4	44.1	51
Belgium (Flanders)	4.6	13.3	22	37.8	45.6
Poland	2.7	9.9	20.6	32.5	34.3

Source: OECD, **Literacy Skills for the Knowledge Society: Further Results from the International Literacy Survey**, Paris, Organization for Co-operation and Development, 1997

This issue is of particular significance in regard to the complementary role of non-governmental organisations within an overall national adult learning policy. The analysis of barriers to participation in adult education (Rubenson, K. & Xu, D., "Barriers to Participation in Adult Education and Training: Towards a New Understanding" in Bélanger, P. & Tuijnman, A. (eds.) op.cit. , 1997, pp.77-100) indicates how specific factors impinge on the chance to participate: low participation

fees, friendly learning environments, proximity to residence and programmes rooted in the local life context. With regard to all these factors, the non-governmental organizations have a clear comparative advantage.

The Support Given to NGOs As Adult Learning Providers and to Individual Learners

But how are these associations financed? What kind of support do they receive from local and national governments? How is the contribution of non-governmental organizations integrated in the respective national policy framework, as a strategy to meet the diversified learning demand and as a policy measure to ensure to everybody the right to learn throughout adult life? How has the creation of the European Commission changed, through its support policies, the comparative importance of non-governmental adult education organizations on the different national adult learning scenes?

The economics of adult learning concerns, of course, the financing of the diversified educational provision, but it also deals with the multiple ways in which individual learners are financially supported to join organized learning activities. This new pattern of financing adult education through allocations to individual learners is of peculiar importance, and it raises new issues for NGOS and the other providers (see chapter 4 below). The new forms of individual support indicate how complex the adult learning scene has become: it throws new light on the current shift in adult learning policies.

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CHAPTER 3

Country Windows

Austria

With the cooperation of the Association of Austrian Adult Education Centres (Verband Österreichischer Volkshochschulen), Vienna

- Total population: 8.106,000 inhabitants[1]
- Population over 16 years on 1st January 1997: 6.466,083[2]
- Gross National Product (GNP) per capita: 28,110 US $ (rank 7)[3] (in 1997: 27,980 US $, rank 8[4])
- Percentage of the population having completed at least upper secondary education in the age group 25 to 64 in 1995: 69 %[5]
- Number of daily newspapers per 1,000 inhabitants: 294[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 1,352[7]

General Overview

In general, the most remarkable feature of non-governmental adult learning in Austria is the immense diversity of providers resulting from the historic affiliation of educational provision with religious or social institutions (the Catholic church, trade unions, employers' associations, political parties). Apart from this institutional segmentation of adult education, the increasing emphasis on economic and individual needs, particularly the creation of new jobs and re-training with a view to the changing labour market requirements, form the background of the adult learning scene. Adult education and continuing education are perceived

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, page 12.

[4] World Development Report 1998/99, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page 1-6 and 7-49.

[7] World Education Report 1998, page 126.

as a common concept, so that both general and vocational education are provided by non-governmental organizations.

Currently, there are the following major non-governmental adult education providers:

(a) the *Study Commission of Austrian Residential Adult Education Centres* (general youth and adult education, social, economic, environmental, religious, ethical and political issues);

(b) the *Vocational Training Institute* (vocational re-training, acquisition of qualifications for the labour market, social and cultural issues);

(c) the *Austrian Society for the Study of Political Economy* (economic and socio-political issues);

(d) the *Association of Austrian Educational Foundations* (daily life problems, social issues, religious and cultural subjects);

(e) the *Association of Austrian Public Libraries* (free access to information and literature);

(f) the *Association of Austrian Adult Education Centres* (arts and natural science, political education, foreign languages, creativity and leisure time);

(g) the *Institute of Economic Promotion of the Federal Chamber of Trade* (advice for businesses, continuing education, re-training);

(h) the *Austrian Institutes of Catholic Adult Education*; and

(i) the *Association of Austrian Residential Training and Education Centres* (training and re-training for employees, including issues on commercial and social legislation) for a series of organizations.[8]

In order to strengthen their cooperation and to coordinate their strategies, these major adult education associations created a joint a common platform and coordinating body in 1972: the "Austrian Committee of Adult Education" (*Konferenz der Erwachsenenbildung Österreichs*, KEBÖ). The KEBÖ represents its members, negotiates with the governments at all levels, functions as a consultation agency, and promotes the objectives of adult education in the public sphere. Yet, KEBÖ is not an established national association with regular secretariat and staff, and the chair is taken over on a rotating basis by one of the member organizations each year.

Legislative Framework/Content Areas/Recognition and Accountability

The current legal framework for adult education in Austria dates back to a federal law ratified in 1973 and amended in 1990: the *Federal Act of 21 March 1973 on the Promotion of Adult Education and Public Libraries*. It stipulates the obligation of the state to promote adult education in general and to support institutions which, in the perspective of lifelong learning, provide activities aimed at the acquisition of knowledge and skills, the development of critical thinking and personal/individual aptitudes.

The law specifies that the following bodies can obtain financial support: associations and organizations which are *non-profit* in nature, registered and residing in Austria, and consistently and systematically

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[8] Arbeitsgemeinschaft der Bildungshäuser Österreichs Berufsförderungsinstitut (BFI), Österreichische Volkswirtschaftliche Gesellschaft (ÖVG), Ring Österreichischer Bildungswerke, Büchereiverband Österreichs (BVÖ), Verband Österreichischer Volkshochschulen (VHS), Wirtschaftsförderungsinstitut der Bundeskammer der gewerblichen Wirtschaft (WIFI), Forum katholischer Erwachsenenbildung, Verband Österreichischer Schulungs- und Bildungshäuser

involved in educational work. The member organizations of KEBÖ are mentioned by name and are explicitly defined as belonging to this category.

The law defines the activities which are worthy of support: political, social & economic education, vocational re-training, transfer of scientific knowledge, individual life aid, moral and religious education, artistic education, second-chance education, maintenance of public libraries, continuing training of adult educators, information and counselling, publication & research on adult education. Excluded from this list are vocational training activities within companies, or politically motivated events organized to attract new members.

In order to obtain support, the organizations should guarantee the independence of their program, methods and teachers, and provide open access to their courses to every interested individual. Ad-hoc visits by governmental officers to the organization need to be made possible, and substantiated reports and financial statements are required.

However, the law leaves does not define the amounts or percentages of subsidies which to be granted, and it states explicitly that the recognition of an organization does not automatically entitle it to receive financial support.

Within the Federal Ministry of Education and Cultural Affairs, a Department for Adult Education and a Department for Public Libraries has been established by this law to provide counselling services for adult education organizations and to coordinate the cooperation between governmental agencies and the various adult education associations.

Amount of Public Financial Support

The concrete amount of public financial support to non-governmental organizations is difficult to delineate.

The bulk of financial support to adult education institutions is being transferred in the form of direct financial annual subsidies (basic sponsorship) and through special contributions for particular projects (project sponsorship). According to the Eurydice data bank of the European Union, an amount of around € 10.9 million per year is provided from the federal budget for adult education and public libraries. In addition, "in-kind" assistance via the salaries of federal or provincial civil servants who undertake teaching assignments in adult education is supplied. Substantial amounts are equally contributed by the provinces and the local communities.

Apart from the Federal Ministry of Education and Cultural Affairs, support also comes from other ministries, such as the Federal Ministry of Labour, Health and Social Affairs, the Federal Ministry of Science and Transport, the Federal Ministry of Agriculture and Forestry, and the Federal Ministry of Economic Affairs.

The revenues structure of the Austrian Adult Education Centres ("Volkshochschulen") should serve as an example to illustrate the public financial implication. The income of the adult education centres is made up of self-financing measures (such as course fees), subsidies from the provinces and from the municipalities, and subsidies from the federal government. In 1997, these three major positions in the budget were shared by the following amounts and percentages:

- own income: € 33 million = 53.8 %
- provinces/municipalities: € 26 million = 43.3 %
- federal: € 1.7 million = 2.9 %.

While the federal contributions have increased in total figures over the past 30 years, the percentage within the budget of the adult education centres, however, has decreased substantially from around 18 % (in 1960) to 3 %.

As a general trend, the economic recession has created a intensified link between adult education and labour market policies via the shift in the flow of financial support and the inclusion of participation fees in the general revenues. Educational programmes for unemployed people and on initiation to technology have gained in importance.

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Belgium

- Total population of Belgium (Flemish, Walloon and Brussels Regions): 10.170,000 inhabitants altogether, of which
  - 9 % live in Brussels Region, being 915,300 inhabitants
  - 33 % live in Walloon Region, being 3.356,100 inhabitants, 0,7 % of which are German-speaking, being 23,493 inhabitants
  - 58 % live in Flemish Region, being 5.898,600 inhabitants
  - French Community: approx. 4.100,000 inhabitants[1]
- Total population over 16 years on 1st January 1999: 8.107,317[2]
- GNP per capita: 26,440 US $ (rank 9)[3] (in 1997: 26,420 US $, rank 9[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 53 %[5]
- Number of daily newspapers per 1,000 inhabitants: 160[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 2,945[7]

Since 1970, Belgium has undergone four institutional reforms (1970, 1980, 1988 and 1993) and is currently organized in three regions and three communities. The three regions are made up of Flanders, the Walloon region, and Brussels. The three communities are based on linguistic groups: the Flemish community speaking Dutch, the French community, and the German community.

The regions and communities possess executive and legislative responsibilities. Flanders has its own parliament, in charge of matters concerning the region and the Flemish community. The Walloon region equally has its own parliament in Namur, administering regional matters. The French community holds a council composed of francophone delegates and delegates from the Walloon region; it is located in Brussels. The parliament of the region of Brussels is bilingual.

The reforms entailed a progressive transfer of power and finances from the central state to the communities and regions, such as culture, education, economy, public health, social security, employment, professional training,etc. Since 1989, all matters concerning education have been transferred to the jurisdiction of the communities.

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[1] All the population figures for Belgium are taken from the Eurydice-database, Belgium, 1.5. Demographic Indicators, and refer to January, 1, 1996; http://www.eurydice.org/Eurybase.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 12.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

[7] World Education Report 1998, page 127.

The cultural and linguistic particularities of the communities and the different demand of socio-cultural organizations have, over the years, brought about differences in the legal framework and the means granted to non-governmental organizations (NGOs).

The Flemish Community of Belgium

Based on a text prepared by Mr Lucien Bosselaers, VCVO (Flemish Centre for Adult Education), Brussels

General Overview

"Adult Learning" in Flanders is extremely fragmented, a characteristic which also applies to the responsibility of government for the various components. However, three main sectors can be distinguished: (formal) adult education (including, since 1990, basic education), vocational training, and liberal adult education (also known as socio-cultural work). It is only the last which can be regarded as non-formal. Each component comes under the responsibility of different ministries.

In addition to these three components, there are built-in training activities to be found in the health care and welfare area, the socio-economic sector, etc. In these domains, it is mostly an indirect or subordinate activity. Sometimes the activities overlap the boundary between information, training and action.

Liberal Adult Education

The most important and widely distributed non-governmental type of adult education is liberal adult education ("Volksontwikkeling"). Liberal adult education can be defined as socio-cultural education, in which the participants learn to increase knowledge, insight and skills either for themselves or others, with a view to their personal development and functioning in society, excluding diploma-oriented, school and/or vocational training.

Liberal adult education is carried out by various types of providers such as educational associations and socio-cultural institutions. In addition, liberal adult education work has links with the diversified areas of the arts, the educational service of museums and different social organizations involved in areas like advancement work, youth work, basic education, recreation and sport. Liberal adult learning largely takes place in leisure time.

The organisations for liberal adult education are characterised by the large involvement of volunteers and a core of professionally trained personnel. They are in general socially-oriented, often organized by and for women, and address specific target groups: elderly, handicapped, immigrants, the sick, employees, self-employed, farmers, etc. They concentrate on a particular social concern (environment, peace, third and fourth world, poverty, injustice and inequality, etc.) and/or are based on culture and creativity (amateur dramatics, dance, music, photography, etc.). Their legal structure is that of a "non-profit organisation".

The organisations for liberal adult education are supported by a national centre, the "Flemish Centre for Liberal Adult Education", which is responsible, among other things, for training, quality care, information provision, project development and international contacts.

Other Forms of Adult Education

Although *artistic training* forms part of liberal adult education, its specific character gives it a special place. It is a part of amateur arts. Diverse forms of artistic expression are practised in a non-professional way: performing arts, dance, folk art, instrumental and vocal music and figurative expression (photography, slide and video clubs). Both individual and collective training is carried out, as well as more strictly artistic training. Federations and unions offer their members a wide range of courses on different aspects of their artistic discipline. There are also a number of specialised institutions for this work providing support with training and documentation.

Basic education has its roots in liberal adult education where years of experimentation into new forms had taken place. But since 1990, organized basic education has come under the responsibility of the Flemish Minister of Education, and today it forms part of the formal education system, within which it takes a special place. Basic education activities (literacy, language lessons for immigrants, social skills and preparation for further training) are provided by 29 special centres. These centres have a private legal management, but their constitution is determined by decree. They are supported by a national centre, the "Flemish Support Centre for Basic Education" (VOCB).

The *trade unions* organise courses for their union representatives, their representatives in works' councils, councils for health and safety in the enterprises and their activists.

Recently attempts have been made to achieve a *co-ordinated policy framework* among the most important sectors of adult education via regional consultative bodies ("Edufora"). Liberal adult education organizations are part of that process.

Legislative Framework

The liberal adult education providers (non-governmental non-profit organisations) are recognised and subsidised by the Flemish government and are under the responsibility of the Flemish Minister of Culture, who supervises their operation and their finances. Recognised organisations for liberal adult education receive a fixed basic subsidy, an operational grant and a salary grant. The amounts differ according to the type of work.

In the decrees, which regulate the legal situation of those providers, the conditions and criteria the organisations have to meet are stipulated. These conditions affect, among other things, the legal structure, service provision/support, courses, participants, distribution area, the type of activities, the minimum level of staffing, etc. The organisations are subjected to inspection by the respective administrative unit and are obliged to submit a working programme and report, a budget and a financial statement annually.

There is a separate decree for each type of work in relation to recognition and subsidies:

- Decree of 19th April 1995 regarding associations of liberal adult education;

- Decree of 19th April 1995 regarding institutions of liberal adult education;
- Decree of 27th June 1985 regarding political training institutions;
- Decree of 19th May 1995 regarding services for socio-cultural work;
- Decree of 24th July 1991 regarding amateur art.

The organisations involved in liberal adult education may also receive subsidies from subordinate administrative units for those activities developed at that level and not subsidised by the ministry. These subordinate administrative units are the provinces and municipalities. In a number of cases, they receive a supplementary subsidy for certain activities from other departments of the Ministries of the Flemish Community or semi-governmental institutions. The European Union also plays a role as a subsidising body (e.g. the Socrates Programme, the European Social Fund, the social action programmes, etc.).

Amount of Public Financial Support

In liberal adult education, every organisation receives a *basic grant*, an *operational grant* and a *salary grant*.

The *basic grant* and the *operational grant* are amounts fixed by decree (by the lawmaker). The amount for the *basic grant* is the same for all organizations, while the *operational grant* is variable according to: the number of subsidized teaching posts or other positions (in the case of associations), the number of basic functions and of every subsidized teaching posts (in the case of socio-cultural services), and an additional annual subsidy for every 600 hours which are completed by offering programmes of at least 40 hours. The *salary grant* mostly amounts to 95 % of the salary scales. The total subsidy is calculated on a yearly basis.

The amounts are different for the various forms of organizations:

- For *socio-cultural services* the *basic grant* is € 6,198, the *operational grant* is € 1,550 per basic function and the *salary grant* is 95% of the salary.
- For *associations* the *basic grant* is € 6,198, the *operational grant* is € 6,198 per recognised staff member, and includes the *salary grant* of 95% of the salary.
- For *institutions* the *basic grant* is € 11,155, the *operational grant* is € 6,198 recognised staff member, and includes the *salary grant* of 95% of the salary.
- For *political training institutions* the *basic grant* is € 6,198, the *operational grant* is € 3,720 (for the first three staff members) and the actual *salary grant* is 91 % of the salary.
- For *amateur art* the *basic grant* is € 2,480, the *operational grant* is in relation to the number of groups joining and/or specific criteria, and the *salary grant* is 95% of the salary (for the first member of staff).

In the year **1996**, for example, the total account of the financial data including the public contributions (real expenditure) received in liberal adult education (in €) is as follows:

	Services	Associations	Institutions	Coordinating Bodies	Political Education	Amateur art	TOTAL
Grants 'Volksontwikkeling'	2.585,527	14.783,122	12.350,950	1.763,854	855233	1.988,106	34.326,792
Other public grants (other ministries and services, provinces, municipalities, E.U.)	1.042,811	4.355,711	2.363,135	196681	2126	76894	8.037,368
Total public grants	3.628,338	19.138,833	14.714,085	1.960,535	857369	2.065,000	42.364,160
Donations	1.429,083	4.470,880	4.399,812	99272	568241	60499	11.027,787
Other income	6.347,531	38.945,672	14.718,544	262010	400408	1.141,187	61.815,352
Total income	11.404,952	62.555,385	33.832,441	2.321,817	1.826,018	3.266,686	115.207,299
Total expenses	11.216,256	61.370,612	33.833,297	2.284,037	1.889,137	3.304,153	113.897,492

Resource: Jaarverslag 1996, Afdeling Volksontwikkeling en Bibliotheken.

In the year **1998**, the subsidies for the various organizations are estimated as follows:

- For *the services* at € 3.41 million (Over the period 1995-98, there has been an increase in the subsidies of 30 %. In total, about 31% of their income consists of subsidies.);
- For *the associations* at € 16.12 million (Since 1995, the subsidies have increased by 29%. In total, about 30% of their income consists of subsidies.);
- For the *institutions* at € 14.67 million (Over the period 1995-98, subsidies have increased by 43 %. In total, about 43% of their income consists of subsidies.);
- For the *political training institutions* at € 0.87 million (Since 1995, subsidies have declined by 10%. In total, about 47% of their income consists of subsidies.);
- For *amateur arts* at € 2.04 million (In total about 63% of their income consists of subsidies.).

In the period **1995-98**, the total amount of subsidies for all types of organizations has increased by 1%.

Specific Preferences/Content Areas

In 1996, there were 11,200 active local centres or branches of *associations* of liberal adult education. Each branch or centre organises at least six activities for at least 12 participants per year. Extrapolating, it can be said that associations annually organise at least 67,200 activities for at least 806,400 participants

In the same year (1996), 310,000 people also took part in programmes and courses run by *institutions*. Figures for 1994 give some idea of the content: 47% dealt with social training, 14% with personal training and 13% with relational training. Other areas covered were made up of general cultural training (11%), management training (9%) and communication and information skills (6%).

Social education, good for almost half of the number of activities, is subdivided as follows: education in relation to work and career (28.9 %), social orientation (28.2%), second chance education (14.5%), health education (9.5%), ecological education (8.0%), citizenship and political education (5.1%), education in connection with leisure (2.6%), home-related training (1.9%), consumer education (1.3 %).

Equally in 1996, 3,289 local amateur groups were active. They had 3,630 course hours, 7,827 quality-promoting consultations and 260 regional activities subsidised. Figures from 1995 demonstrate that out of the amateur arts associations, 38% offered instrumental music and 24% performing arts (principally theatre). The remaining groups were active in vocal music (19%), representational expression, principally photography and video clubs, (11%) and dance or folk art (8%).

Recognition and Accountability

The recognition of the organisation by the government is included in the stipulation of the respective decree or (provincial/municipal) regulation. In order to be subsidised, the organisation has to be recognised first. The recognised organisations first receive advances and the following year the balance of the subsidy is granted.

The recognised and subsidised organisation has to submit an operating report before a well-defined date and a financial statement with a balance sheet to the governmental unit concerned. The operating report has to meet certain requirements. The financial report has to be drawn up according to a well-defined accounting plan. The government mostly asks for it to be accompanied by a written report by a sworn auditor. The government will then approve or disapprove the documents. The government may send an auditor (for financial matters) and/or an inspector (for operation) to the site to check the operation and accounting.

In a number of cases, the activities have to be communicated in advance in writing (also by fax) so that control on site is always possible.

At a local level, the subsidies are mostly granted on the basis of the number and type of activities (sometimes with a points system). An annual report and a financial statement are valid as evidence.

Supra-National Financial Support

The organisations from the liberal adult education sector have received the following subsidies from the European Union during the period **1995 -97**:

1995: € 248,487
1996: € 486,676
1997: € 842,288.

From the published figures it is not clear from which E.U. programmes those resources came, but we assume that it was largely from the Socrates programme (adult education DG XXII). There has been a striking increase in recent years, but with respect to the total income this only amounts to 0.73 %. One of the projects was aimed specifically at the elderly (seniors).

For the year 1998 there were eight projects, in which Flemish organisations participated, approved in the Socrates programme.

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The French Community of Belgium

Based on a text prepared by Mr Didier Caille, "Lire et Ecrire en Wallonie", Brussels

General Overview/Legislative Framework

Adult education comprises three sectors: formal adult education, vocational training, and socio-cultural (non-formal) education.

Formal Adult Education

This type of education is part of the officially recognized education system. It is organized with clearly defined objectives and subjects, offering courses which are completed by exams and the possibility of obtaining a certified qualification. It encompasses basic education, university education, distance education, second chance education, and education for social integration/promotion.

Formal education is organized within the school system by a network of free confessional and free non-confessional education institutions (state, provinces, communes). It is administered by the Ministry of Education.

Vocational Training

Vocational training takes place in formal adult education institutions as well as in employment programmes and unemployment elimination schemes, which are run by the regions.

Until the eighties, NGOs had been working mainly in the cultural and social sectors. As a result of the economic crisis, the restructuring of whole industrial sectors and the rapid disappearance of jobs requiring few or no qualifications, NGOs turned towards the concerns of people thus prematurely "retired" from active life.

In 1987, a decree on socio-professional integration set up a legal framework for NGO activities, granting them financial means and human resources, particularly for literacy courses and activities to up-date skills. The decree equally recognized NGOs as full or complementary partners of formal education institutions. Additional resources were granted from the European Social Fund programmes. Since then, the Brussels and Walloon regions have completed this decree with specific devices.

However, the activities and means of NGOs in this field are still marginal, compared with the activities and means of big organizations such as *l'Institut des Classes Moyennes* (Institute of Middle Classes), *les Ecoles de Promotion Sociale* (Schools for Social Promotion), *l'Office Bruxellois de la Formation* (Brussels Office for Training), *l'Office Régional Bruxellois de l'Emploi, ORBEM* (Brussels Regional Employment Office), and *l'Office Régional Wallon, FOREM* (Walloon Regional Office).

Socio-Cultural (Non-Formal) Education

Socio-cultural education for adults denotes all non-formal activities, and embraces a range of cultural, educational, artistic and leisure-time activities. It includes adult education, yet is to be distinguished from formal education and vocational training. The French community, in co-operation with several local governments (provinces and communities), has established a vast network of cultural infrastructures (cultural centres, theatres, academies, public libraries). These infrastructures actively participate in adult education.

Cultural Centres

Cultural Centres have a special part. The history of cultural centres began in the midst of the May 1968 movement. Pierre Wigny, who was Minister of Culture at that time, imagined a five-year plan with the aim of democratizing and decentralising culture and of developing "local creation" by means of support to local artist. The Royal Decree of 1970 laid down the institutional foundations of "Houses of Culture" and "Cultural Foyers". This model was quite original, as it proposed the participation and co-operation of public authorities with actors of civil society in the framework of non-profit associations.

The notion of democracy became swiftly integrated into the cultural field: the "Houses of Culture" and the "Cultural Foyers" enabled all interested community members to familiarize with cultural programmes

and to get practically and actively involved in them. More importantly, this new way of looking at culture led to the development of a political, philosophical, social and cultural pluralism.

The legislation was extended by the adoption of a new decree, stipulating the conditions of recognition and subsidies for Cultural Centres (Decree of 22 July 1992, modified on 5 April 1995), which, on the whole, confirms the essential orientations of 1970. It also defines the model type of institutions, which have to be pluralistic and managed on an even share by public authorities and private associations. Cultural Centres are qualified as privileged tools for cultural development at local and regional levels. Article 3 stipulates that:

> *"Socio-cultural development comprises all activities with a view to implementing cultural and community development projects, based on active large-scale participation, with particular attention to the most disadvantaged persons."*

In particular, these activities have to:

- offer possibilities of "creation", expression and communication;
- provide information, training and documentation for continuing education;
- organize events which reinforce the local, regional, community-related, European, international and francophone cultural heritage;
- organize services, both for individuals and for associations, which help implementing the aims of the Centre.

Adult Education Organizations

Within the Ministry of Culture and Social Affairs of the French Community, an department is particularly entrusted with youth policy and adult education. Three different sectors are to be distinguished: youth organizations, adult education organizations, and centres for expression and creativity. In the following, continuing education organizations and the centres for expression and creativity will be illustrated.

Non-governmental adult education organizations are governed by the Decree of 8 April 1976, which is exemplary for two reasons: In the first place, this decree is the achievement of a long history and secondly, it establishes, within the French Community and even within the national structure, a mechanism for critical apprehension and internal debate.

> Since the 19th century, workers and labour movement organizations have been trying to set up educational initiatives for the integration of workers with insufficient school education. In 1921, the eight hours' working day came into force, creating the first contemplations on spare time. At the same time, compulsory schooling until the age of 14 was introduced. This democratization of knowledge brought about the first regulation of popular education.
>
> The Royal Decree of 5 September 1921 determined the conditions for subsidies granted to activities which complement school education, in particular to activities which provide the common public with access to culture. The Act of 3 April 1929 created the *"Higher Council of Popular Education"*, a consultative body composed of NGOs. The mission of the Council was to give advice to the minister for the development of socio-cultural policies.

From 1944 on, the establishment of a systemized dialogue between the social partners in Belgium increased the unions' training requirements. Gradually, the notion of *adult education* was replacing the one of *popular education,* a term eventually adopted in 1976.

The Royal Decree completes the act of 1921 and stipulates the conditions for the approval and the granting of subsidies to national and regional adult education organizations.

The range of activities receiving subsidies is enlarged. Socio-political activities, excluded in 1921, are now integrated. In order to be recognized and subsidized, article 2 of the Decree stipulates that associations have to comply with precise objectives:

> *"A voluntary organization for continuing education of adults is an organization which is created and managed by private persons, with the aim of ensuring and developing, mainly among adults:*
>
> - *critical knowledge and consciousness of society;*
> - *the capacity of analysis, choice, action and development;*
> - *responsible attitudes and active participation in social, economic, cultural and political life."*

The decree is based on the notion of cultural democracy: democratization of the access to culture on the one hand, and participation in "cultural creation" on the other hand.

The decree foresees that continuing education activities are practised in general, regional and local organizations: movements, specialised associations, services, and coordination organizations.

The different kinds of subsidies include:

- operational subsidies, which can vary between 15% to 50% of acceptable expenses (depending on the category of the association);

  > "acceptable expenses" include: the costs for the secretariat, the promotion of activities, publications, documentation, the organization of educational activities, the salaries (and honoraria) of temporary staff members, the rent for buildings and materials, the costs for running the location (heating, electricity, maintenance and repairs), and the costs for relocation;

- subsidies for the remuneration of permanent employees, 75% of a given scale of reference (depending on the category, the number of subsidized permanent employees varies from 1 to 9).

Centres for Expression and Creativity

A ministerial circular letter of 1 November 1976 authorized the recognition of and granting of subsidies to associations/NGOs which submit their application and comply with the conditions for recognition:

> *"The aim of the Centres for Expression and Creativity is not to provide leisure time activities. Their purpose is to develop the creative capacities of participants and instructors in order to allow them to act upon their environment."*

Following the overall regulations outlined by the Decree of 8 April 1976 (on adult education), the centres for expression and creativity have to tackle particularly those environments in which the living conditions (culturally, socially, and economically) have prevented possibilities of expression and creativity, by means of appreciating and developing expression and creativity which are embedded in these environments.

Amount of Public Financial Support

The available financial data, which allow for a comparative portrait, are from 1996.

Formal Adult Education

In 1996, the share of the budget of the French community granted to education amounted to € 4 billion, which constituted 91% of the Budget of the Ministry of Education, Research and Training (€ 4.4 billion). Within this share, social promotion (formal second-chance education) was granted € 109 million, while distance education received € 2.8 million.

In 1990, social promotion (formal second-chance education) had been provided with a budget of € 68 million, equalling 2 %, while distance education with € 2.6 million represented 0.08 % of the education budget. While the overall amounts grew for both sectors between 1990 and 1996, the relative share of the education budget has been progressing for social promotion and regressing for distance education.

Vocational Training

In 1996, the budget granted to professional training consisted of € 260 million. The Walloon associations received an amount of € 28 million, and the associations of Brussels were provided with € 11 million. Thus, the NGOs received 15% of the total vocational training budget.

Socio-Cultural (Non-Formal) Education

As stated above, the 1996 budget of the Ministry of Culture and Social Affairs amounted to € 739 million, which was 13 % of the of the total budget of the French Community.

The allotment for the Cultural Centres constituted € 5.7 million.

The allotment for adult education amounted to € 16 million. Within this budget, € 1 million, used for the financing of the centres for expression and creativity, have to be deducted. Approximately € 6 million, originating from other sources and foreseen for the financing of the following have to be added (totalling a sum of € 21 million):

- subsidies for equipment;
- subsidies for salaries;
- assistance for international meetings;
- subsidies for the training of socio-cultural instructors.

Even though the amounts provided for adult education have allowed for the professionalism of the sector, they do not correspond to the needs of the various institutions and associations.

Supra-National Financial Support

Concerning adult education projects aimed at professional integration, the different European Union employment programmes (European Social Fund, INTEGRA, NOW, etc) provide about 40 % to 50 % of the costs in addition to the investments of the Belgian state. Since 1994, programmes for literacy promotion are again eligible.

General education programmes only receive subsidies in a very punctual and marginal way (e.g. through SOCRATES).

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Czech Republic

Based on a text prepared by Mr Stanislav Hubik, Institute of Social Sciences, Medel University of Agriculture and Forestry, Brno

- Total population: 10.251,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 8.174,446[2]
- GNP per capita: 4,740 US $ (rank 30)[3] (in 1997: 5,200 US $, rank 31[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 83 %[5]
- Number of daily newspapers per 1,000 inhabitants: 256[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 3,678[7]

General Overview

Overall, non-governmental adult learning in the Czech Republic can be divided into two general types, while the definition of an NGO in this context incorporates profit-making or private commercial providers. The two types are characterized according to their *"closed"* and *"open"* nature.

Closed adult education institutions are only accessible to a specific clientele, such as the members of an organization or company, and comprise:

- private companies (offering some educational programmes for adults) and
- private educational institutions (exclusively offering educational programmes for adults).

Open adult education institutions are accessible to every interested person and are made up of:

- public institutions (administered by local authorities or foundations/NGOs) and
- civil society institutions (churches, trade unions or commercial institutions).

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1 UNESCO Statistical Yearbook 1998, page I-6.

2 Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

3 World Development Indicators 1998, The World Bank, page 12.

4 World Development Report 1998/99, The World Bank, page 190.

5 OECD Indicators 1997, page 39 (Table A2.2a).

6 UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

7 World Education Report 1998, page 127.

Closed Adult Education Institutions

Private companies provide specific courses and programmes for vocational training, retraining and ad hoc courses, designed for the needs and interests of their employees. Substantial differences exist in this regard between small and large companies: only large-size companies are able to furnish broad-based educational projects addressed to staff members in general, while smaller companies offer educational opportunities mostly to their top management staff.

Private educational institutions offer attractive comprehensive study programmes addressed mainly to relatively rich customers (companies) as well as short-term courses to individuals. The provision ranges from MBA study programmes to relatively short courses (PC skills, communication skills etc.). The present situation of these institutions is characterised by a "natural selection process" caused mainly by economical conditions.

Open Adult Education Institutions

Public institutions and their activities are monitored by three specialised research institutions, which operate under the responsibility of the *Ministry of Culture*:

CIK (Centrum informací o kultu□e – *Centre for Cultural Information*);
REGIS (Útvar pro místní a regionální kulturu - *Division for Local and Regional Culture*); and
ARTAMA (Útvar pro neprofesionální um□ní a estetickou výchovu – *Division for Non-Professional Arts and Aesthetic Education*).

Three types of public institutions constitute the framework for adult education: local cultural centres, local NGOs and local cultural institutions:

- *Local cultural centres* are established and administered by either the local authorities, or by foundations or NGOs with a national network (such as the AJAK Akademie Jana Ámose Komenského – *Jan Amos Comenius Academy*). They are mainly funded from the municipal budget, or operate as profit-making organizations (such as AJAK). Their budgets are also supplemented through participation/activity fees, and from grants (the "Grant Agency of the Czech Republic", EU programes) and/or donations.

- *Local NGOs* have several cultural functions in the community and are partly able to obtain small profits from their activities. Voluntary fire brigades and folklore groups are the most important bodies in this regard.

- Local cultural institutions, such as galleries, museums, libraries, cinemas etc., often work in close cooperation with the local cultural centres.

Civil society institutions like churches or trade unions represent relatively independent educational bodies with highly specific educational programmes. The same is true for institutions which are closely related to political parties – for example the *MDA* (Masarykova d□lnická akademie – *Masaryk Workers Academy*) which is tightly set within the social-democratic programme.

Legislative Framework

To date, no specific act on adult education or life-long learning exists in the Czech Republic. The *Further Education Bill*, which had been prepared for debate in parliament more than five years, has not yet been passed.

The absence of a specific law on adult learning also explains why the criteria for evaluation of non-governmental educational activities and institutions are mainly governed by market rules.

Thus, two general statutes and two laws provide the legislative framework for adult learning: *The Work Statute Book* (Zákoník práce), *The Business Statute Book* (Obchodní zákoník), *The Act of Citizens' Associations* (Zákon o sdru□ování ob□an□) and *The Act on General Welfare Companies* (Zákon o obecn□ prosp□šných spole□nostech). Under this framework, educational institutions are distinguished as governmental and non-governmental.

The non-governmental institutions in general (including educational institutions) are defined by *The Business Statute Book* and, since 1995, also by *The Act on General Welfare Companies* (so called "Non-Profit Organisations Act"). In 1998, the new version of this Act was amended in the Czech Parliament according to which strict economical rules are stipulated for these institutions. In consequence to these legislative changes, a rapid reduction of the number of non-profit organisation in the Czech Republic during the year 1999 is expected (according to some estimations, only 20% of these organisations will survive this year).

Further important legislative measures regulating adult education in the Czech Republic are the following acts: Act No. 1/1991 on "Employment" by the Ministry of Labour and Social Affairs, and Act No. 9/1991 on "Employment and Competence of the Public Administrative Authorities" by the Czech National Council. These fundamental legal provisions, subsequently amended, indicate the direction for attaining the goals of the governmental policies in the area of employment, including the area of re-training. In spite of the governmental character, the role of these acts must be stressed because these legal provisions also regulate the relations between non-governmental institutions and public financial sources.

The *Act of Citizens Associations* and the *Act on General Welfare Companies* are the basis for the rapid grow of foundations and associations. About 800 foundations organize activities in the Czech Republic, some of them in close collaboration with *The European Foundation Centre Orpheus Civil Society Mutual Support Project,* with the cooperation of the European programme *PHARE* and of the *Non-governmental Organisation Information and Support Centre* and of the *Soros Foundation for an Open Society*. According to the Czech *ICN* (Informa□ní centrum nadací a jiných neziskových organizací - *Information Centre of Foundations and Other Non-profit Organisations*), there are about 130 foundations specializing on education programmes and further tens of foundations which include adult education as a part of their programmes. For example environmentalist groups - NGOs like D□ti zem□ (*Children of the Earth*), Poslední generace (*Last Generation*) or Spole□nost pro trvale udr□itelný rozvoj (*Society for Sustainable Life*) - have an intensive educational component in their programmes.

With regard to further education, the *Ministry of Labour and Social Affairs* declared: "Re-training is a change of the existing qualification of a job seeker which enables the job seeker to work in a suitable profession thanks to the acquisition of new knowledge and skills by means of theoretical or practical preparation" (Act No. 1/1991, Act No. 9/1991). Re-training takes place on the basis of a

written contract between the *Public Employment Service Office* (PES OFFICE) and a job seeker which specifies the conditions under which retraining is done (*Decree* No. 21/1991 of the *Ministry of Labour and Social Affairs*). But re-training takes place also on the basis of a written contract between the PES Office and an educational institution, which aptly demonstrate the collaboration between the governmental institution (PES Office) and non-governmental educational institution.

Amount of Public Financial Support

There is no central statistical register of public financial support to non-governmental organizations. Public financial support to non-governmental adult learning comes from several different sources:

- financial means accruing from the sales of shares intended for the joint-stock company *Foundation Investment Fund* (in accordance with the Government Decision No. 360 of May 1998),
- subsidies from the *Ministry of Education, Youth and Sports*, the *Ministry of Labour and Social Affairs* etc.,
- financial contributions from supra-national foundations/funds,
- financial contributions from the Czech foundations/funds and
- financial support from local (regional) bodies.

It is not possible to give concrete figures on all of these sources, due to the lack of a general register. However, some examples should serve to illustrate the situation:

The financial means accruing from the sales of shares (point a) will be allotted in two phases: in the first phase, the amount of € 13.5 million will be distributed among selected foundations (which, in contrast to NGOs, cannot engage in profit-making activities) inscribed in the register of foundations in accordance with Act No. 227/1997 Sb.; in the second phase, the Government will allocate the rest of the means.

The expenditure of the national budget on education in 1997 amounted to € 1,545 million; the amount of subsidies to some non-governmental educational institutions inserted under the title "other education" amounted to € 95 million (point b).

During the last five years, the *Civil Society Development Foundation* (NROS) has supported approximately 900 projects (including adult education) with an amount of almost € 4 million; The *Open Society Fund* supported in 1997 various projects (including adult education) with the amount of almost € 900,000 (point c).

Specific Preferences/Content Areas

The content areas of non-governmental adult learning are related to the present historical context: the period of transition in the Czech Republic and the future integration in the European Union. The programmes and subjects of adult education mostly sought after have to do with the following areas of content:

civil society, handicapped people, minorities (gypsies), environment, languages, European Union, NATO, cultural heritage, retraining, and the acquisition of specific skills (personal computer, management, administrative).

Recognition and Accountability

Recognition of NGOs in general by public authorities has been increasing in recent years, a trend closely related to the development and fostering of civil society in the Czech Republic.

With regard to foundations, there are new economic rules adapted in 1998 and implemented since January 1999. According to these rules, the basic property of foundations must be € 13,500. For about 80% of the foundations this is an unattainable sum – and at the end of the year 1999, about 80% of foundations will disappear.

For NGOs working in the area of adult education, the process of recognition is limited by the absence of a *Further Education Act* and the lack of an evaluation system. There is equally no institution, such as, for instance, a *National Adult Education Council*, able to evaluate and/or coordinate the field of adult education.

Supra-National Financial Support

Supra-national financial support comes mostly from the *Civil Society Development Foundation* (NROS), the *PHARE* programme, the *Soros' Open Society Fund*, *LEONARDO* and the *Jan Hus Educational Foundation*.

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Denmark

With the cooperation of Mr Arne Carlsen, Danish National Institute for Educational Research, Copenhagen

- Total population: 5.237,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 4.223,091[2]
- The GNP per capita: 32,100 US $ (rank 4)[3] (in 1997: 32,500 US $, rank 5[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 62 %[5]
- Number of daily newspapers per 1,000 inhabitants: 311[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 6,191[7]

General Overview

In Denmark, adult education comprises formal adult education and liberal education, called *"folkeoplysning"*. Liberal adult education refers to organized teaching and learning activities such as socio-cultural leisure-time activities, non-formal adult learning, general adult education, folk education, awareness building, or consciousness raising. Formal adult education leads to diplomas, is supervised by public authorities and receives financial support both for the programmes as well as for the individual participation.

Folkeoplysning is offered by residential folk high schools (*"folkehojskoler"*) and non-residential folk high schools (*"daghojskoler"*), by adult education associations (evening schools) and by the People's University Association. It also covers activities taking place in youth organizations/clubs and sports associations. While receiving a significant amount of public financial support, the 96 *residential folk high schools*, and the 185 *non-residential folk high schools* are non-governmental and self-governing entities.

One of the fundamental principles of *residential folk high schools* (also called "free schools") is freedom. They are founded on free and voluntary initiative, are administered independently, and enjoy a free choice of topics and teachers, all of which is meant to strengthen responsibility and democracy in society. The overall objective is to acquire personal growth, maturity and

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 12.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

[7] World Education Report 1998, page 127.

independence, and to enlarge the understanding of society and human relations. The fact of living together during the courses is supposed to reinforce social awareness. There is no accreditation or examinations, in order to maintain the "free" character of learning (Grundtvig).

Most residential folk high schools offer activities dealing with a variety of subjects, ranging from history, politics, literature, philosophy, cultural history to environmental issues. The duration of the courses differ from 5-32 weeks (long courses) to 1-4 weeks (short courses). Since the short courses mainly take place during the summer, the participation rates are much higher than in the long courses.

The activities of the *non-residential folk high schools* are mostly directed towards unemployed people. Courses offered include both general (cultural, social, and creative) and vocation-oriented subjects, and aim principally at fostering personal development as well as at the enhancement of possibilities to re-join the labour market or the (formal) education system.

Adult educational associations offer courses and lectures partly at municipal schools in the late afternoon and in the evening. The subjects include languages, mathematics, history, local history, theatre, and foreign cultures but also cooking, painting, and needlework etc.

Another form of non-formal adult education is organized by the *People's University Association*. Regular universities offer lectures on research results by members of their academic faculties.

It is estimated that about 25% of all adults aged 18-65 participate every year in NGO-provided non-formal adult learning. Despite the high percentage, important groups of the population are not benefiting from these opportunities. The Danish policy on adult education has been modified recent years to focus more on these excluded groups.

Legislative Environment

There is a considerable public involvement in most forms of adult learning and continuing training is considerable. It is laid down in parliamentary regulations on the financing or co-financing of activities. The legislation provides a framework, while the concrete implementation rests with the local authorities. The public support varies from total funding to minor grants, and from total regulation to very limited rules. Funds are provided mainly by the Ministry of Education, but also by other ministries (the Ministry of Culture, the Ministry of Labour, etc.) which have indirect responsibilities for education.

The main law that regulates public funding for NGO-provided adult education is the **"Act on the Allocation of Financial Support to *Folkeoplysning*"** (1996). Adult education institutions, sports and youth associations, youth clubs and the university extra-mural departments have been grouped under this act which provides the guidelines for the local authorities' allocations of financial support.

The main principles of the act are that public financial support to *folkeoplysning* shall be ensured, while the responsibility for fixing the amount of the support lies with the municipalities. This amount covers about 70 % of the schools' expenditures, based on a per-student calculation. In order to adapt the support to local conditions, local committees draw up the detailed regulations. According to the act, participants at local level shall be involved in the planning, elaboration and organization of the programmes.

A *residential folk high school,* after having been established through a non-governmental initiative, can obtain public support if the Ministry of Education has approved:

- the statutes of the folk high school;
- the educational and administrative qualifications of the principal;
- the suitability of the buildings for teaching and accommodation (the *folk high school* being *residential*), and
- the teaching plan.

Amount of Public Financial Support

The 96 *residential folk high schools* are financed also by the participants, but mainly by the government. The state pays 70 %, the student fees contribute around 15 %. The remaining 15% come through other channels (for instance, by renting their buildings for other purposes). In 1997, the support from the government had amounted to € 75 million and was based on a per-participant grant formula.

The 185 *non-residential folk high schools* receive financial support from public authorities of approximately € 89 million for 12,700 annual "places" corresponding to about 44,000 students. For the students, it is possible to receive social benefits during the course, for example social security benefits, unemployment benefits etc. Even though they are non-governmental institutions, the schools are financed chiefly by public funds, according to a per-capita-based calculation.

The 2,800 *adult education associations* (evening schools) and study circles receive grants from the State for staff development, from the municipalities for the premises, and the salaries of teachers and principals. The participants' fees cover 33 % of teachers' costs.

The 140 extra-mural departments of universities (*People's University Association*) receive also public support for activities. The participants' fees cover 25 % to 33 % of teachers' costs.

In the last 6 years, public funding for adult education in Denmark has increased by about 15%, because of the increase in the amount of activities and students. In relative terms, the adult education budget has increased less rapidly than the formal education budget.

Recognition and Accountability

A local committee on *folkeoplysning* must be established in every municipality by the municipal council. The majority of this committee consists of participants, while the minority are members of the municipal council. In cooperation with this committee, the municipal council fixes an annual budget. The 275 municipal councils are responsible not only for the administration of the budget for liberal adult education but also for the control on expenses.

The Parliament, with the assistance of the Office of the Auditor-General, exercises general control of the use of the funds. The Ministry of Education manages the system in a number of ways: by issuing regulations in the form of ministerial orders, by allocating public funds on an annual basis (within the framework fixed by legislation), by issuing guidelines, directives, and recommendations etc.

The introduction of limited payment from the participants created a complementary self-control mechanism.

Supra-National Financial Support

During the period of 1995-97, Danish adult education institutions have initiated approximately 1100 transnational and 150 national projects with funding from EU-programmes. The Nordic Council has in the same period funded approximately 20 projects with Danish initiators.

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Finland

With the cooperation of Mr Arne Carlsen, Danish National Institute for Educational Research, Copenhagen

- Total population: 5.126,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 4.034,231[2]
- GNP per capita: 23,240 US $ (rank 14)[3] (in 1997: 24,080 US $, rank 14[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 65 %[5]
- Number of daily newspapers per 1,000 inhabitants: 455[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 7,226[7]

General Overview

Finnish adult education comprises formal adult education, vocational training and re-training, and liberal education.

Liberal education is meant to give adults the opportunity to enhance their general education and civic skills, as well as practical skills needed in everyday life.Courses in the field of liberal adult education include languages, information technology, social skills, arts, crafts, self-expression, sports etc. and aim at the acquisition of knowledge, personality development and the development of a democratic consciousness. About one quarter of the adult population (16 years and over) is taking part in some form of liberal education every year.

Approximately 1000 different institutions are offering adult education, of which the large majority is being subsidized by public funds. The list of providers include:

- *Physical education centres* (14): offer sports, physical education and related areas, sports coaching and athletics training;
- *Continuing education centres of universities* (20): are separate departments of the universities (generating their main income through fees for their courses); they provide continuing education and open university education;

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 12.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

[7] World Education Report 1998, page 127.

- *AMK institutions ("ammattikorkeakoulut"), i.e. polytechnics* (30): are institutions of professional and vocational higher education;
- *Vocational adult education centres* (53): are municipal or private bodies; they address labour market training, vocational adult education leading to formal qualifications, continuing and personnel training;
- *Special vocational institutes* (57): are mainly owned by business corporations; they "answer to the needs of trade and industry";
- *Upper secondary schools for adults and evening schools* (51): are private or municipal; they provide upper secondary education for adults;
- *Music Institutions* (84): are either music schools, music institutes or conservatories, or a combination of these; they provide basic training in music to amateurs and professional music training;
- *Vocational institutes* (326).

Non-governmental providers active in *liberal education* are made up of:

- ***Study Associations or Educational Associations* (11):** are maintained by civic organizations such as trade unions, political parties, cultural and advisory organizations, Christian organizations, others underlining their independent status; they organize study circles and activities on social matters;

- ***Summer universities* (21):** are private organizations, not attached to the system of higher education; courses take place mainly in the summer ranging from continuing vocational education to language courses, general education and cultural events;

- ***Folk high schools* (91):** are mainly private residential schools for adults, maintained by diverse civic organizations, trusts and associations, such as cultural and Christian organizations, political parties, trade unions and other organizations; usually they have an ideological background. Aside from basic vocational and formal education, the vast majority of educational activities arranged by folk high schools consists of general and non-formal education;

- ***Adult education centres* (276):** exist in every municipality (citizens' institutes *"kansalaisopisto"* or workers' institutes *"työväenopisto"*); their courses cover art, foreign languages, practical skills, and youth, social and community work. Taking often the role of the nucleus of adult education in the respective municipality, the centres are promoting cultural and educational equality, are an integral part of Finnish liberal adult education and offer vocational and general education according local education needs. The work is funded by the state (53%), the municipalities (28%) and student fees (15%). The fees for a course can range from € 1.7 all way up to € 270, but the annual average for a single-term course fee is €14, and for a full year course € 27.

  The ***Finnish Association of Adult Education Centres KTOL*** is the umbrella organization. The adult education centre is open to everybody and usually owned by the municipality. The Ministry of Education annually confirms the numbers of teaching hours, which are used as a basis for paying state subsidies. Paid services and project funding have expanded the financial base of many of the adult education centres.

Legislative Framework

The legislation for liberal adult education underlines pluralistic values, and the principal financing party, the State, is not allowed to interfere in teaching content.

The *Division for Adult Education and Training* at the Ministry of Education is in charge of the development of adult education: general, vocational, AMK institutions (polytechnics), universities, liberal education and the promotion of lifelong learning. It is assisted by an *Advisory Council for Adult Education* consisting of representatives of various interest groups and by the *National Board of Education*, an expert office subordinate to the Ministry of Education.

The Finnish educational law determines liberal education, which is a key feature of Finnish adult education. The new educational legislation, which includes the law and the decree of liberal education, has been implemented the 28th of August 1998. In the proposal for the Finnish national strategy for lifelong learning, completed by the Committee of Lifelong Learning in 1997, the importance of liberal adult education and the position of NGOs is emphasized. A law on liberal education has been enacted on 28 August 1998.

The majority of adult education organizations in Finland receive support from public funds. In fact, institutions providing adult education finance their activities mainly through state subsidies. State support is granted to both establishment and operating costs. The state subsidy for operating costs granted is based on estimated prices, which are confirmed annually per student, teaching hour, etc. Other sources of financing the activities are the municipalities as well as the students themselves (payments and course fees). Some adult education institutions finance their activities by selling educational services to both the public and the private sector.

The unit costs and the subsidies have been cut since 1993 due to savings procedures to balance the public budget, and municipalities and other providers of educational services are forced to act "economically". The cuts have had a volume of up to 20%.

Amount of Public Financial Support

According to an OECD report on lifelong learning, (OECD 1998), the Ministry of Education subsidized municipalities and municipal federations owning educational institutions by the amount of € 3.5 billion in 1998, while privately owned of educational institutions received € 350 million.

In a questionnaire prepared for this study, the financial allocations by the Ministry of Education to the whole field of education in 1998 constituted a share of about 14 % of the annual state budget, which is about € 4.4 billion. More than € 600 million, about 12 % of that amount, were allotted to adult education. General and liberal adult education received about one third of the portions allotted to adult education. The fact that Finnish adult education has joined the market economy has also manifested itself in higher student fees and in many cases additional costs to employers

In the context of budget restraints, providers of adult education are required to find other sources of income such as funds allocated for the training of unemployed people, EU funds for training and education or other available public funds. Another consequence was the need to raise participation fees.

Based on a decision in principle (for a period from year 1995 to 2000) made by the Council of State, funding for adult education will increase in the state budget.

Recognition and Accountability

Recognition, which is the pre-condition to receive state support, is given centrally to NGOs by the National Board of Education.

The state grants some discretionary aid to non-profit organizations, such as summer universities, educational/cultural organizations and counselling organizations. These organizations must report on the use of financial aid.

The National Board of Education conducts evaluations of specific activities of adult education. Implementation of development measures are based on the results.

Supra-National Financial Support

There has not been foreign financial aid for regular adult education activities organized by NGOs.

However, at the beginning of 1996, Finland joined the EU, and even before this, Finnish adult education institutions active in the area of cooperation and exchange had been part of European Union programs. For almost a decade now, adult education has been in the vanguard of the internationalization process in Finnish training and education.

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France

Based on a text prepared by Ms Corinne Baudelot and Mr Jean-François Chosson, "Peuple et Culture", Paris

- Total population: 58.333,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 45.611,740[2]
- GNP per capita: 26,270 US $ (rank10)[3] (in 1997: 26,050 US $, rank 11[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 68 %[5]
- Number of daily newspapers per 1,000 inhabitants: 218[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 1,635[7]

General Overview

The French system of adult education can roughly be divided into three domains:

(a) *vocational training*, partly controlled by the state and the social partners and partly by private institutions;

(b) *second- chance education*, leading to nationally recognised diplomas and linked with the formal education system; and

(c) *popular education or socio cultural adult education*, organized by non-governmental, non-profit institutions ("mouvement associatif").

The majority of adult education in the domain of *vocational (re-)training* is provided by several ministries (Ministry of Work and Solidarity, Ministry of National Education, Ministry of Higher Education and Research, Ministry of Intemal Affairs, Ministry of Defence, Ministry of Justice, Ministry of Youth and Sports, Ministry of Agriculture etc) or state organisations such as the National Association for the Professional Training of Adults (AFPA), the National Agency for Employment (ANPE), the National Agency for the Integration and Promotion of Overseas ("d'outre-mer") Workers (ANT), the National Fund for Family Allowances (CNAF), and the Social Action Fund for Immigrant Workers and Their Families (FAS).

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 12.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

[7] World Education Report 1998, page 127.

Apart from the strong focus on vocational training, adult education priorities include: *literacy education* (co-ordinated by the inter-ministerial agency "Groupe Permanent de Lutte contre l'Illettrisme"), special training schemes for the integration of immigrants, European language training courses, refresher courses (basic skills, key qualifications), and local community development schemes.

In general, the objective of *popular education/socio cultural adult education* is to enable people to be active agents in the construction of their own futures as well as in the creation of more democratic relations in society, in particular, the integration of (socially and culturally) marginalized segments of the population and their participation in community/society life. The movement came into being during the second half of the 19th century (creation of the Teaching League in 1866) with the goal of widely disseminating knowledge (literature, history, science etc) which had previously been only accessible to an elite.

Due to the rise of economic and social exclusion phenomena during the eighties, the popular education associations have been pressured by the State to include educational activities aimed at the professional training and integration of disadvantaged people (school drop-outs, long-term unemployed, etc). Currently, the organizations active in popular education make up about 17% of the 700,000 associations in France. Some of them being united within national federations, they cover a large spectrum of activities, such as cultural mediation, local development, vocational training, citizenship education, and inter-cultural learning. New approaches have equally been incorporated in their work, among others consultation services for projects, networking, exchange (of information and/or services) and self-learning methods.

Legislative Framework

Against the background of the emphasis that is being laid on vocational training and professional integration in France, the most important French law concerning the education of adults refers to this domain, the "Vocational Training Act" of 1971 (law on "The Organisation of Continuing Vocational Training within the Framework of Permanent Education", 16 July 1971), of which the objectives are to enable workers to adapt to changing technologies and working conditions, and to encourage social mobility and social promotion through vocational qualification. The implications of this law are considered in chapter V on "Financial Support to Individuals".

Because of the increasing overlap between vocational and general education, this legislation opens the possibility for "congé individuel de formation" (individual educational leave) of a non-technical nature. The legislation dealing with the financing of popular education, as mentioned below, is spread over many legislative sectors beyond the FONJEP (Youth and Popular Education Fund).

(Amount of) Public Financial Support/Content Areas

General

In general, state subsidies are decreasing. The tendency is for assistance to be mainly granted to a certain operation and no longer as a general grant to the provider. The associations are increasingly "invited" to function like enterprises, developing beneficial activities and re-investing in their social

project. The concept of a "solidarity economy" based on collectives composed of permanent employees, temporary workers and unpaid aid is gaining ground.

The popular education associations are encouraged to promote cultural policies which render increased visibility to the local decision-making centres: parishes and districts, quarters/towns, parish communities. Within this framework, they also benefit from financial support by local communities or regional administrative units.

Support to the creation and maintenance of posts within the associative movement comes from the Youth and Popular Education Fund (FONJEP), financed by the State and local communities.
In the mid-eighties, the structures of the income of member associations of FONJEP was the following:

- Donations, legacies, patronages 1%
- Support FONJEP 3%
- Local communities/regional units 14%
- Ministries 8%
- Funds and social organizations 6%
- International organizations 1%
- Self-financing revenues through products/activities 67%

The Diverse Public Sources

Concrete figures of the amounts of financial support are not available. However, in order to illustrate the multi-faceted nature of popular education, a general list of the diverse public financial sources follows (which provide financial support at the national, regional/departmental and/or local level).

Most of the financial support indicated below is granted without particular reference to either popular education, or adult education. A certain number of cases concern projects addressed mainly to children and young adults, demonstrating the very strong historical link between young people and popular education.

State (central administration and de-centralized services):

Ministry of Foreign Affairs and Co-operation:	supports activities to promote international solidarity, exchanges between governments;
Ministry of Agriculture:	supports initiatives in rural areas; training of professionals & trade unionists in rural environments;
Ministry of the Management of the Territories & the Environment:	supports educational activities to create environmental awareness
Ministry of Culture and Communication:	supports networks and projects;

Ministry of National Education:	provides personnel and grants subsidies to associations offering education which is complementary to public instruction (for instance out-of school educational activities, pedagogical research, training of teachers);
Ministry of Work and Solidarity:	supports associations active in the health and social sector (some of which being part of the popular education movement); coordinates the project of "Employment for Young People"; supports the training of disadvantaged people;
Social Action Fund (FAS):	assists local, regional and national projects which aim at facilitating the integration of people of foreign origin;
Ministry of Youth and Sports:	grants operational and project-related subsidies to associations offering both leisure time activities for young people's as well as educational, cultural or artistic activities for diverse segments of the population;
Ministry of Justice:	supports information dissemination on legislative matters and rights;

Social organizations:

National Fund for Family Allowances (CNAF):	supports training of voluntary helpers within the framework of project requirements;
Departmental Funds for Family Allowances (CAF):	provides equipment (in the areas of social action and educational leisure time activities for youth) and sponsors activities in support of parents;

Transversal Institutions (State - Associations):

FONJEP (Youth and Popular Education Fund):	(Co) finances posts with an amount of € 8,900 per post and year. In 1997, more than 5,600 posts were supported, 800 of which were co-financed by communities. The major types of activities supported by Fonjep posts (in 1995) are: social action 40%; leisure and childhood 40%; cultural 31%, Information for youth 19%; social development and human resources, insertion 18%; training 17%;
FNDVA (National Fund for the Development of Associative Life):	supports the training of voluntary helpers, experimental activities or research studies (amount announced in 1999 for this support: € 6,1 million);

Regional Bodies or Communities:

Regional Councils:	support vocational training and cultural projects;
Municipalities:	Grant operational subsidies for cultural projects, co-finance animators' posts (Youth Employment), and provide staff and equipment;

Private Sources:

Enterprises, foundations, patronage: (not yet fully developed, but expanding, for instance:) France Telecom and Crédit Agricole support training for development; Foundations Caisse d'Epargne, MACIF, French Foundation sponsor cultural projects.

Supra-National Financial Support

The supra-national support received in France comes mainly from the European Structural Fund (ESF). The activities financed through this fund are directed towards the training and employment needs of both adults and young adults.

The European funds accessed by popular education associations are moreover the programmes ADAPT, Youth for Europe, LEADER, NOW, SOCRATES.

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Germany

Based on a text prepared by Mr Wolfgang Jütte, University of Flensburg, Flensburg

- Total population: 81.922,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 66.905,955[2]
- GNP per capita: 28,870 US $ (rank 6)[3] (in 1997: 28,260 US $, rank 7[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 84 %[5]
- Number of daily newspapers per 1,000 inhabitants: 311[6]
- Number volumes in public libraries per 1,000 inhabitants in 1995: 1,511[7]

General Overview

Compared with other areas of the education system in Germany, adult education is characterized by its heterogeneity. There is a wide range of *continuing education* provision which differs greatly as far as its aims, subjects, organizational forms and duration are concerned. As a rule one can distinguish between two large areas: general and political adult education on the one hand, and vocational continuing education on the other hand.

The variety of the subject areas and organizational forms is reflected in the institutional structure of continuing education in Germany. It is shaped by its "pluralistic character". A variety of providers offer a multitude of different subjects. Providers include:

- community adult education centres (*Volkshochschulen*),
- churches,
- trade unions,
- political parties,
- chambers,
- professional associations,
- companies,
- employers' associations,

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1 UNESCO Statistical Yearbook 1998, page 1-6.

2 Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

3 World Development Indicators 1998, The World Bank, page 12.

4 World Development Report 1998/99, The World Bank, page 190.

5 OECD Indicators 1997, page 39 (Table A2.2a).

6 UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

7 World Education Report 1998, page 127.

- the federal state, the (regional) states (*Länder)* and the municipalities,
  commercial institutions,
- alternative and voluntary groups,
- institutions of higher education,
- institutions of distance education, and
- media (radio and television broadcasting organizations).

The most important non-governmental adult learning providers of *general and political continuing education* are the community adult education centres (*Volkshochschulen)*, which offer a wide range of subjects. More than 1,000 of the 2,000 institutions which receive public support are *Volkshochschulen* (cf. Nuissl 1994: 18). In 1994, approx. 6.4 million people took part in 489,000 courses organized by *Volkshochschulen*.

Legislative Framework

Overall, continuing education is far less regulated by the state than the other sectors of the education system. The expansion of adult education as the "fourth pillar of the education system" receiving appropriate public support, which had increased significantly during the 1970s, has not seen a similar rapid growth afterwards.

Germany is a federation, and the responsibility for education rests mainly at *Länder* level. Decisions on public funding are laid down in adult and continuing education laws, which have been passed in 13 of the 16 *Länder*. The requirements for recognition and financial support of continuing education are stipulated by these laws. The financial support to adult education is dependent on the recognition of the providing institution. Regulations on adult education also exist within school legislation and in the higher education acts.

One of the tasks of the welfare state in adult education is to guarantee *basic public provision* to assure "adequate" adult education provision which cannot be supplied without public support, to assure access to adult education for special target groups and to assure basic conditions for the adult education system.

A fundamental principle of the financial support given to NGOs is that of "subsidiarity", in contrast to school and higher education. This means that adult education providers have, first of all, to generate their own income through the provision they organize.

Financial support is usually distinguished according to the types of cost, i.e. there are contributions towards: (a) the cost for (general) staff of the institution, (b) the cost for educational work (fees for the lecturers), and (c) extraordinary costs for projects, target groups, innovations, further training of staff etc.

Subsidies from public authorities (federal state, *Länder*, municipalities) are fixed annually by the (Nationale or regional) parliament or the local council. (Especially in times of cutbacks, this can make planning difficult for the providers of adult education.)

The relationship between public responsibility and market character has been a subject of intense discussion during the last years. There are strong fears that the welfare state model (public responsibility) could be replaced by a free enterprise model. The continuing education system would then be seen, above all, as a functioning continuing education market. Some dismantling of public responsibility can already be noted in the whole education system. The tendency to withdraw tasks and responsibilities from the state in favour of privatization and market orientation is especially obvious in continuing education.

Amount of Public Financial Support

The Overall Picture

The overall picture of the amount and structure of financial support to continuing education is difficult to assess. Funds for adult and continuing education come from four main sources:

- public funds (federal state, *Länder* and municipalities),
- the Federal Labour Office,
- private industry, and
- participants' fees.

According to different estimates, a total of between € 25 and 35 billion is spent in Germany on adult and continuing education on the whole. Public financial support of continuing education is mainly made up of funds from *Länder* and municipalities as well as from the unemployment insurance fund (for participants' fees for courses leading to formal qualifications.) In 1994 the *Länder*, municipalities and also the federal state spent around € 5 billion.

Since the 1970s,*Volkshochschulen* have been financed according to the formula of 'equal thirds' (one third of the costs are covered by the *Land*, one third by the municipalities and one third by the participants). In the last few years (since 1985), the financial involvement of the federal government, the *Länder* and the municipalities has, in total terms, slightly increased, yet their contribution has decreased percentage-wise. Even where funds have "only" been frozen, institutions have experienced this as a cutback. Currently, public funds constitute less than 50 % in the overall budget of many *Volkshochschulen*.

In consequence, participants themselves bear a considerable and growing portion of the costs of continuing education: the costs are increasingly being transferred to them. Up to half of the costs of the *Volkshochschulen* are already covered by the fees paid by participants. In vocational continuing education, in particular in training measures for career development, the participants bear most of the costs themselves.

Most NGOs carry out their educational task on the basis of mixed financing schemes. Attempts are made to make up for declines in one subject area with income from another area. Higher fees are charged for courses which are well attended such as vocational, language, EDP and rhetoric courses, than for those which are considered to be important but are less popular or attended by people on lower incomes, such as political education and literacy courses.

Most of the recognized and supported adult education institutions offer reduced fees or even free-of-charge participation to low-income groups such as, unemployed people, welfare recipients, apprentices and students.

Continuing vocational education within the framework of labour market policy - particularly for unemployed people - is funded according to the *Promotion of Employment Act*[8] by the Federal Labour Office, through the unemployment insurance fund. In 1994, a total of € 7 billion was spent on vocational further education, re-training and vocational re-integration.

One Concrete Example: Lower Saxony

In order to illustrate the structural changes in public funding of the *Volkshochschulen*, the situation of the *Land* of Lower Saxony will serve as an example.

The item which is labelled "other income" (see figure) has long since developed into a fourth source of funding. It usually comprises funds for projects, e.g. funds from EU programmes. The situation in other *Länder* is likely to be slightly different in various aspects.

Financial Sources of the Volkshochschulen in Lower Saxony (in million €):

	1987	1990	1994	1995	1996
1. Student fees	218	283	303	341	381
2. Other income	266	307	372	380	339
2.1Funds in accordance with the Act on the Promotion of Employment			260	272	217
2.2 Funds from the federal state			19	22	19
2.3 Funds from the EU			24	23	47
2.4 Other income			69	63	56
3. Subsidies from municipalities	134	192	213	220	222
4. Support from the *Land*	198	203	268	246	247

Source: calculation done on the basis of *Landesverband* 1998, p. 55,56

[8] now: Sozialgesetzbuch III.

"Hidden" Funding by Other Ministries

Funding in accordance with the adult education laws of the *Länder* is a type of structural support of institutions. But there are also funds from the federal state and the *Länder* for particular areas such as employment promotion, environmental education, integration of refugees, or innovative projects. This very complex funding of adult education by other ministries, alongside the "classic" support which mostly is granted by the Ministry of Education (cf. Brödel 1997), constitutes one of the structural changes taking place.

The importance of the support given by other ministries can, again, be illustrated on the example of the *Land* of Lower Saxony. In 1994, nine of the 16 (regional) Ministries were involved in financing continuing education (cf. Brödel 1997). Apart from the Ministry of Culture and Science - which is explicitly responsible for adult education in Lower Saxony - these were (in order of importance) the Ministries of Education (*"Kultus"*), of Social Affairs, of Trade and Commerce, of Women's Affairs, of European Affairs, of Justice, of Environment and of Agriculture.

The volume of funding by other departments can even exceed that of the department primarily responsible. However, accurate data are not available, since these forms of funding are often "hidden" and to a lesser extent specified by legislation. While clear criteria for recognition and support in basic adult education exist, they are less clearly stipulated in the other domains, and yet, the funding bodies in the latter case have a considerable influence on programmes and content.

Recognition and Accountability

In order to become an officially recognised adult education institution, and therefore be entitled to financial support, certain requirements must be fulfilled. In the adult education legislation, the following criteria regarding organisation, educational contents and non-profit status are stipulated (cf. Rohlmann 1994):

- the institution must exclusively fulfil tasks of adult education;
- the provision must be open to everyone;
- the institution must work continuously and according to certain plans of work, and the contents and range of provision must be appropriate;
- those employed in the institutions must be suitably qualified;
- the institution and their field of work must be located in the *Land* which is granting recognition.

Sponsoring bodies and institutions are excluded from recognition and financial support if they are:

(a) profit-making;

(b) commercially run;

(c) only involved in particular areas or pursue special interests;

(d) only or mainly conduct in-service training.

In general, only firmly established institutions receive official recognition and financial support. It is, for example, necessary for adult and continuing education institutions to have been working continuously with full-time staff for at least two years. Occasional learning groups, which result from pressure groups or study circles, are therefore excluded. Due to the limits of public funds, new initiatives have few chances to be funded (which maintains the institutional status quo).

Recognised institutions are increasingly being required to evaluate their work on a regular basis and to disclose to the relevant *Land* their learning goals, forms of organisation and work, staffing, numbers of students and funding.

Supra-National Financial Support

Germany participates in the educational programmes of the European Union; within the framework of European structural policy, the European Union puts considerable financial resources in the area of labour market policy at Germany's disposal.

In the period 1994 -1999, Germany will have received approx. € 7 billion from the European Social Fund (ESF) for vocational qualification measures. These funds are channelled above all into the structurally weak regions of the former GDR and are linked to national programmes and laws on federal and *Länder* level.

As budgets have shrunk over the last years, supra-national funds from the EU are almost the only public funds which are increasing. This means that the education programmes SOCRATES and LEONARDO play quite a considerable role.

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Greece

Based on a text prepared by Ms Magda Trantallidi, General Secretariat for Adult Education, Ministry of National Education and Religion, Athens

- Total population: 10.490,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 8.497,347[2]
- GNP per capita: 11,460 US $ (rank 23)[3] (in 1997: 12,010 US $, rank 24[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 43 %[5]
- Number of daily newspapers per 1,000 inhabitants: no data available
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 914[6]

General Overview

The Overall Adult Learning Provision

Greece does not have a long-embedded tradition of adult learning. Adult learning provision has, however, been expanding since 1981, as a result of Greece's admission to the European Community and its participation in the process of European integration.

During the last decade, there has been a rapid development of vocational training due to the implementation of structural policies and, especially, due to support from the European Social Fund (ESF). Work-related adult learning is mainly provided through the implementation of the *Human Resource Operational Programmes* both at national and regional levels (see 2.2), and the *Programme of Community Initiatives* (see 2.2). The Ministry of Education and the Ministry of Labour are the Main responsible bodies, while the social actors and social partners' organizations have a minor role. The Main interplay seems to take place between the two mentioned Ministries. A typical characteristic of the Greek structure is the frequent overlapping between departments and the lack of coordination.

The successful implementation of the operational programmes is a national priority, closely related to the process of Greece's full integration in the EU. The general aim is to rationalize and modernize the education and training systems. According to ESF regulations, Greece has to contribute 25 % from the national budget for the implementation of the above mentioned programmes.

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 12.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] World Education Report 1998, page 127.

Within the framework of ESF interventions, general adult education has a small share. It is delivered mainly as "accompanying or support measures" to vocational training schemes in the form of pre-training such as basic education and basic skills, language learning, social skills, awareness raising, empowerment etc.

General adult education provided outside of the framework of ESF interventions and other EU policies receives only a small share of the national budget. Consequently, adult literacy is not a priority issue although the percentage of absolute illiteracy is up to 7 % of the population, and the percentage of functional illiteracy is up to 47.7 % of the population aged 16 and over (1991 Census report).

The Main providers of governmental non-formal adult learning, organized outside of the formal educational system, are the following:

- the OAED (Manpower Employment Organization) under the Ministry of Labour,
- the public KEK (Continuing Vocational Training centres),
- the KEGE (Agricultural Education and Training Centres) under the Ministry of Agriculture,
- the GSAE (General Secretariate for Adult Education) and the NELE (54 prefectural committees for adult education) under the Ministry of Education and the local authorities at prefectural level respectively,
- the local governments.

Non-Governmental Adult Learning Provision

Commercial providers offer adult learning opportunities especially in language learning, computing, management, culture, recreational adult education, etc. However, these courses are offered at prices which the majority of the population cannot afford.

As mentioned above, adult learning provision by NGOs is not very developed in Greece due to the fact that, for historical reasons, civil society in general is not yet fully developed and poorly organized. Yet, apart from the public and profit organizations, the following non-profit organizations are among the Main providers of non-formal adult learning opportunities (Vocational training activities are also dominant in this category in order to meet the requirements of the Human Resource Operational Programme):

- trade unions,
- employers' organizations,
- professional organizations,
- professional chambers,
- associations, foundations, and cooperatives.

Aside from this work-related educational provision, some NGOs work locally, regionally and nationally, on a non-profit basis, and usually function as pressure groups towards governmental policies. Their Main goals are to:

- raise public awareness,
- disseminate information on social issues,
- provide social welfare services,
- provide consultation/orientation,
- provide voluntary work,
- do lobby work.

Few NGOs undertake educational provision in the form of organized courses. Some of them organize seminars or lectures on an ad hoc basis which are either open to the general public or exclusively to their members, usually free of charge.

Some NGOs are operating on a national basis under the co-ordination of the General Secretariat for Youth, in the domain of environment protection, culture, anti-racism and anti-xenophobia activities, voluntary work, and European citizenship. Some others form a network in the area of voluntary work and Social Care under the coordination of the Ministry of Health and Social Welfare.

Legislative Framework

The General Framework

Greece is the only EU Member State which has no comprehensive legislative framework on the status and function of NGOs. Nevertheless, there have recently been some developments relevant for NGOs in the form of separate arrangements of the Ministries of Health and Social Welfare and Foreign Affairs.

Thus, the *Law 2646/98 on the Creation of a National System of Social Intervention* postulates the recognition of NGOs and voluntary organizations which have experience in and are active in areas of social interest (families, children and youth, older people, handicapped and disadvantaged parts of the population). The law has created a special register for those who meet the prerequisites to implement actions within the policies of the Ministry of Health and Social Welfare.

In addition to this law, a draft Law initiated by the Ministry of Foreign Affairs and the Ministry of the National Economy on the status, function and financing of NGOs active in development and emergency aid is in the process of negotiation.

Greece lacks, moreover, a particular comprehensive legislative framework on adult learning. The absence of a statutory framework makes adult education vulnerable, particularly in times of budgetary constraints. Measures promoting adult learning are integrated in various laws, decrees and ministerial resolutions of different Ministries such as: the Ministry of Labour, of Education, of Agriculture, of Culture, of Internal Affairs, of Foreign Affairs, of Environment, of Health and Social Welfare, of Justice, of Development, of the National Economy, of Finance, of Commerce etc.

Concrete Policies and Programmes

As stated above, adult learning is mainly work-oriented and provided through the implementation of:

- *The Human Resource Operational Programmes*, which is made up of four national multi-annual programmes which form part of the Second Community Support framework (1994-99). The interventions of these programmes cover the fields of (a) initial education and training, (b) continuing training and employment promotion, (c) measures against labour market exclusion, and (d) the modernization of the public administration.

- *The Programme of Community Initiatives*, which includes a number of EU initiatives such as: ADAPT (adaptation of the workforce to industrial change) and EMPLOYMENT (NOW, HORIZON, INTEGRA, YOUTHSTART) which aim at providing specially-designed vocational training and orientation programmes for particular population groups perceived to be at risk of exclusion from the labour market and/or suffering from social exclusion, such as the women, youth, disadvantaged groups etc.

These Programmes are monitored by the Ministry of Labour and implemented by public, private and social sector providers.

- The *European action programmes (i.e. Socrates)*, of which a number include general adult education activities or lifelong learning strategies. Within these programmes, a number of transnational pilot projects have been launched. Innovative approaches and the transfer of expertise in this field helps to shape the wider policy agenda.

Public Financial Support

There are no comprehensive data available about the public financial support to NGOs involved in adult learning.

National budget lines determine the implementation of the above-mentioned major programmes, co-financed by the ESF, at a percentage of 25 % of the total budget. Those NGOs which are involved in selected ESF projects are seeking the amount of the national contribution from the Ministries or public institutions in order to implement the activities. The public financial contribution granted to NGOs trough these channels has increased considerably over the last six years. It is a result of the "bottom-up" approach of some of the EU policies, especially the community initiatives.

At the national level, the major Ministries which are financing NGOs are the following:

- the Ministry of Labour (for continuing training, measures against social exclusion, and employment initiatives),
- the Ministry of Health and Social Welfare (for preventive health education, social issues),
- the Ministry of Education (via the General Secretariat for Youth and the General Secretariat for Adult Education),
- the Ministry of Environment,
- the Ministry of Agriculture,

- the Ministry of Internal Affairs (via the General Secretariat for Equality Issues), and
- the Ministry of Foreign Affairs (for development and emergency aid).

At regional and local levels, the local governments and prefectures grant financial support to NGOs.

Some minor budget lines are reserved for and grant financial assistance on an ad-hoc basis to NGOs for activities such as campaigns, festivals, seminars, conferences, the production of information materials, and the installation of help-telephone-lines.

Specific Preferences/Content Areas

Specific preferences of non-work-related adult learning NGOs are the following:

- women issues/ equality of opportunities between the sexes,
- youth initiatives (environment, culture, human rights, active citizenship),
- preventive health care/fight against drugs, AIDS and cancer,
- environmental education,
- consumer's rights,
- social concerns (families, children, elderly),
- migrants/fight against racism and xenophobia,
- disadvantaged people (prisoners, ex-prisoners, drug-addicts etc.),
- disabled people (mentally or physically),
- education and training,
- culture,
- human rights and democracy,
- European citizenship,
- cooperation for international development/humanitarian aid.

Recognition and Accountability

Only NGOs which are recognized as legal entities, which have ample experiences and possess a field of specialization are recognized as providers by public authorities. These special fields of adult learning are either related to the above-mentioned content areas and services or to vulnerable target groups. The mechanisms and agencies of control are the public bodies, which are responsible for the monitoring of the national and/or transnational policies and which guarantee the EU norms and regulations. NGOs involved in ESF interventions have to report back and are controlled by both national and/or transnational authorities.

Supra-National Financial Support

The European Union Programmes and funds which support non-governmental adult learning in Greece and the content areas that are mainly funded are the following:

DG5: The *European Social Fund* (Human resource development, unemployment, and social exclusion);

The *European Community Initiatives*:

ADAPT (Adaptation of the workforce to industrial change),
EMPLOYMENT [NOW (women), YOUTHSTART (youth), HORIZON (handicapped), INTEGRA (disadvantaged)]:

- equal opportunities,
- disabled,
- elderly,
- migrants,
- racism,
- "Europe against aids",
- "Europe against cancer",
- "Europe against drugs",
- health promotion (information, education, training).

DG22: SOCRATES Programme (adult education and open and distance learning),
LEONARDO Programme (continuing vocational training and LLL, equal opportunities, social dialogue),
YOUTH Programme (socio-cultural activities and voluntary work).

DG11: LIFE programme (environment policy).

DG8: development education by NGOs.

DG23: Social Economy (activities of associations, foundations, cooperatives).

DG1A: Human Rights.

DG10: Culture/Information:

- ARIANE (books and reading/translations),
- CALEIDOSCOPE (artistic and cultural activities),
- RAPHAEL (cultural heritage),
- PRINCE (European citizenship).

The EU financial support to non-governmental adult learning is substantial in ESF co-funded programmes and initiatives, which is up to the 75 % of the total cost.

The education and training and action programmes such as SOCRATES and LEONARDO are co-financed at 50 % of the budget, at an average of € 110,000 per project. Other budget lines are of minor importance in financial terms.

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Hungary

Based on a text prepared by Mr Tamás Lajos, Technical University of Budapest, Budapest

- Total population: 10.049,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 8.090,358[2]
- GNP per capita: 4,340 US $ (rank 33)[3] (in 1997: 4,430 US $, rank 37[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: no data available
- Number of daily newspapers per 1,000 inhabitants: 189[5]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 4,479[6]

General Overview

The political system in Hungary underwent fundamental changes in 1989-90. These resulted in substantial transformations in all sectors of the society: the introduction of a market economy, privatisation, establishment of a multiparty system, strengthening of the role of local governments, rapid development of the civil society, and the shift of emphasis to individual initiatives and responsibility. The successful adaptation to these changes requires the acquisition of new knowledge, skills and new attitudes by large segments of the population, particularly in the fields of languages, European studies, management, business administration, environment, social studies, political sciences, information technologies, etc.

In the new political and economical system, the traditional further education provisions have been gradually ruled out or halted, and the state subsidies to different organisations have been terminated or severely diminished. At the same time, the opening of the market economy and the strengthening of civil society have given impetus to the emergence of both private companies active in education and training, as well as of non-governmental and non-profit organisations.

Since civil society organisations did not exist during the 40 years of the former political system, and because of the low level of personal property, the newly established organizations (foundations, associations etc.) suffer from lack of funds. At times, only individuals/groups with considerable financial resources have been able or willing to establish foundations or associations, a phenomenon which partly discredited the (more needy) organisations of civil society and made the public agencies more careful in supporting them. Because of the limited resources and the scarce public as well as private funding, NGOs are not always competitive in the new "adult education market" where, beside

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 13.

[4] World Development Report 1998/99, The World Bank, page 190.

[5] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

[6] World Education Report 1998, page 127.

flexible and strong private firms, higher education institutions and vocational training institutions are active.

A significant role in general adult education with a view to local community development is being played by the local *Cultural Centres*, of which around 6,000 existed in 1994, organizing study circles, courses, and cultural events for 300,000 community members. Most of them have a library and cinema facility. They are run by the municipalities. A small part of them provides of large or medium-sized facilities, but the vast majority are very small in size, providing one club room or theatre hall.

The state and the local governments cover 2/3 of the costs of these centres, and the remaining 1/3 is covered by participants fees. Out of the state budget, € 1.9 per year and inhabitant of the community are being transferred to the local governments and disseminated further. The Cultural Centres are the biggest beneficiary of this support, which has come up to a total of about € 26 million annually in recent years.

Among the civil society organizations active in adult education, the non-governmental *Folk High Schools* are the most important providers. 250 Folk High Schools, organized in the *Folk High School Society*, are offering activities in all of Hungary aimed at the promotion of community education and training. Their pedagogical approach is modelled after the Northern and European democratic adult education traditions. In general, they place the ideals of active and responsible citizenship and the importance of culture on the foreground, covering subjects such as social cohesion, health and environment protection, but also offering (further) training and courses in foreign languages and computer training. They are financed by local resources, from members' contributions, from municipality grants and from national and international funds.

Legislative Framework/Recognition and Accountability

In 1993, three years after the first free election, Parliament passed three significant bills addressing the system of human resource development: the *Law on Higher Education*, the *Law on Public Education* and the *Law on Vocational Training*. These laws to provide a framework for the new education and training system. For adult training, the most significant legislative measure is the *Law on Vocational Training (1993/LXXVI)* which has introduced a new approach in non-formal education. The Law has opened the opportunity for different institutions and organisations, among them NGOs, to participate in the delivery of vocational training.

In regard to general adult education, the *Law on Public Education* also applies to cultural centres and voluntary organizations, stipulating the responsibilities of the self-governing local authorities and administrative, educational and financial matters. The *Act on Adult Education (1997/CXL)* acknowledges Folk High Schools and determines their entitlements to central and local "self-government" support, following an agreement that they can partly or fully assume the duties of local self-governments.

The *Act on Public Benefit Organizations (1997/CLVI)* constitutes a comprehensive law for the non-profit sector, determining their role and creating a mechanism to prevent the abuse of public support. It stipulates that the "formal" establishment of a non-profit organization does not automatically imply that this organization is performing public functions, and that it is not automatically eligible for tax exemptions and allowances. Certain (technical) criteria have to be fulfilled for an organization to be

recognized as having "public benefit status": profits have to be re-invested in activities (as spelled out in their constitution), independence from the direct influence of its founders has to be guaranteed, and transparency (via supervision and reporting) has to be assured.

In terms of content, a "public benefit activity" has to be oriented towards the "satisfaction of the common interests of society and individuals" and entails a multitude of adult learning activities: health and social concerns, scientific and research activities, education, training and dissemination of knowledge, cultural and environmental protection, protection of children and youth, equal opportunities, promotion of human and civic rights, relations with minorities, consumer protection etc.

In financial terms, a "public benefit organization" is entitled to tax exemptions. At the same time, participants in activities provided by "public benefit organizations" can claim personal income tax exemptions. Donations given to such an organization receive preferential treatment for company or personal income taxes.

Following this law, the Folk High School Society was registered as a public benefit organization.

Amount of Public Financial Support

The public financial share dedicated to adult education cannot be directly identified. However, the following estimation can be done:

(a) The total budget of all Hungarian NGOs in the year 1996 was estimated at € 960 million, out of which the budget of educational NGOs was € 85 million, or 8.8 % of the budget of all NGOs.

(b) The entire public contribution (federal budget and local governments) to all NGOs amounted to €211 million, or 22 % of their budget. The entire public contribution to educational NGOs was €23 million, or 27 % of their budget.

(c) The financial support earmarked for all NGOs within the federal budget varies year by year, its order of magnitude is € 48 million. (The sum is distributed on a competitive basis among all NGOs of different activities.)

Since the budget of educational NGOs constitutes approximately 10 % of the budget of all Hungarian NGOs (a) and since the entire public contribution to educational NGOs (b) makes up roughly 10 % of the entire public contribution to all NGOs, one can deduce that a matching percentage of the federal budget is shifted to educational NGOs: 10 % of the financial support earmarked for all NGOs within the federal budget (c) would mean that an amount of about € 4.8 million is granted by the federal budget to NGOs.

The public funding for NGOs (*€ 23 million, as indicated in B*) is distributed in the following way:

statutory support from the federal budget and the budgets of local governments (supporting only formal education): € 9.6 million;
non-statutory public funding (dedicated mainly to non-formal adult education) from the federal budget and the budgets of local governments: € 13.4 million.

This funding constitutes 27 % of the total budget of the educational NGOs *(€ 85 million, as indicated in a)*. About the same amounts are generated from private funding of NGOs and their own income.

There are several ways of public funding of adult education activities provided by NGOs. The first modality is the transfer of funds by the State to the operation of an NGO: a definite sum of money of the State Budget is allocated by Parliament to NGOs, according to the impact of their activities.

The second way of funding is the participation in different nation-wide, regional or local tenders, which are programmes where public funds are allocated mainly on a competitive basis to different organisations, among them NGOs, in order to finance concrete adult education activities. One of the most significant of these tenders is the *Public Foundation for Open Vocational Training*, established at the end of 1997, which aims at increasing the access to and the quality of vocational training for adult employees by introducing and strengthening the use of new information and communication technology and methods of open learning. In 1998, about € 1.9 million was allocated for the development of open vocational training courses and to support adult learners. The most active and successful "competitors" in the tender in terms of gains were NGOs, which received 26% of the funds (private firms 22%, higher education institutions 18%).

The third way of financing concerns the education and training of unemployed adults - the only form of non-formal vocational adult training which is fully financed by the State through the network of labour organisations. Only those vocational training programmes are supported which lead to vocational qualification included in the *National Register of Vocational Training*, specifying in detail the specific requirements of the qualification. According to the *Decree of the Minister of Labour issued (2/1997 MüM)*, those organisations are eligible for participation in the education and training financed by the State which correspond to the requirements determined by the Decree (e.g. existence of training programme, sufficient infrastructure, rooms, training staff, etc.) The organisations have to apply for registration at the Centre for Labour. In 1998 altogether 1000 organisations and institutions were registered, out of them 124 (12.4%) NGOs (49% private companies, 37% vocational schools, universities). The types of NGOs are: 33 associations, 2 representatives of the interests of employees, 14 public corporations, 6 church institutions, 52 foundations, 17 associations of public service. About 27% of the NGOs are registered in Budapest where 20% of the citizens live, so there is only a slight over representation of the Capital City.

The participation of NGOs in terms of public funds allocation is much weaker, only 2% that corresponds in order of magnitude € 0.9 million. In this respect, private firms are the most active. In general, the Main rule of public financing for the training of unemployed adults is the support of individuals who "bring the money" to the training organisation selected by him/her, and not funding the operation of organisations. In comparison to the allocations for direct support of individuals, the amount dedicated to projects (complex funding of course development, training, etc.) is relatively small. That is why those organisations (like a large part of NGOs) which have not sufficient finances to invest in course development and infrastructure cannot compete with private firms whose financial background is much stronger.

In 1996, the *Act on Funding and Development of Vocational Training (1996/LXXVII)* was passed by Parliament, which furnishes the basis for the financing of formal and non-formal vocational training. According to this Act, enterprises, co-operatives, and state-owned firms should pay 1.5 % of the salaries of the employees in a fund supporting the vocational training of employees. This commitment can also be performed by direct support of vocational training, for instance by supporting the practical training of trainees. Out of this 1.5 % contribution, firms, enterprises and organisations can use 0.2%

for the financing of their own vocational training activities, if these courses result in qualifications listed in the National Register of Vocational Training. Recently there are intentions to increase this part of the contribution to 0.5% and permit the use of this sum also for financing special shorter training courses supporting the development plans of the enterprises.

Supra-National Financial Support

There are few supra-national programs supporting adult education organized by NGOs. The PHARE Strengthening the Links between Industry and Education Programme supported the development of job market-oriented education, the on-demand-training provisions, and the methodological development of adult education. There are different smaller programmes supported by different international funding agencies, foreign foundations, charity organisations in the implementation of which the NGOs play a significant part. Nevertheless it can be stated that in comparison with other fields of human resource development (e.g. formal vocational training, higher education) the non-formal adult education is very much under-represented.

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Republic of Ireland

Based on a text prepared by Ms Berni Brady, AONTAS (National Association of Adult Education), Dublin

- Total population: 3.554,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 2.659,077[2]
- GNP per capita: 17,110 US $ (rank 19)[3] (in 1997: 18,280 US $, rank 19[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 47 %[5]
- Number of daily newspapers per 1,000 inhabitants: 153[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 3,271[7]

General Overview

In the Republic of Ireland, which has currently the fastest growing economy in Europe, adult learning is still very much on the margins. It tends to be accessed by the better educated and the better off, and participation levels are low in comparison to other EU Countries. Its funding mechanisms are extremely complex and poorly documented. While the governmental Green Paper "Adult Education in an Era of Lifelong Learning", published in 1998, is the first document which has collated specific information about funding, the complexities of the funding mechanisms for non-governmental agencies, and the breadth of the focus of their work, make it extremely difficult to assess their actual levels of financial support.

In the Green Paper - the first of its kind in the history of the State - adult education is defined as follows:

> *"Adult Education includes all systematic learning by adults which contributes to their development as individuals and as members of the community and of society apart from full time instruction received by persons as part of their uninterrupted initial education and training. It may be formal education which takes place in Institutions eg. training centres, schools, colleges, institutes and universities or non formal education which is any other systematic form of learning including self directed learning."*

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1 UNESCO Statistical Yearbook 1998, page 1-6.

2 Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

3 World Development Indicators 1998, The World Bank, page 13.

4 World Development Report 1998/99, The World Bank, page 190.

5 OECD Indicators 1997, page 39 (Table A2.2a).

6 UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

7 World Education Report 1998, page 127.

Official figures estimate that more than 200,000 people participate in adult education activities each year in Ireland. The majority of these, a total of 156,768 adults, avail of self financed part-time education programmes organised by second and third level education providers. The Vocational Education Committees (VECs), of which there are 33 in the country, are the largest providers catering for more than 100,000 people each year. However, a wide range of informal learning activities takes place in local communities every day. The extent of this provision is difficult to assess since it is not very visible and is poorly documented.

Ireland has a long tradition of voluntarism and has a large voluntary and community based sector which spans the whole spectrum of society. Voluntary and community organisations play a vital role in harnessing the energies and abilities of local people and help to give communities a voice in the planning of their own future. The 1997 Green Paper "Supporting Voluntary Activity" published by the Department of Social Community and Family Affairs, states:

> *"Many essential services are provided by voluntary organisations and the voluntary and community sector is playing an increasing role in the areas of social services delivery, combatting poverty and community development".*

The important role of the sector is reflected in the substantial amount of funding, approximately € 621 million annually, which it receives from the Irish State and EU sources for its different activities and community services.

Legislative Framework

Currently, there is no particular legislation governing adult education apart from the remit given to the VECs under the 1930 Vocational Education Act. It is hoped that the promised White Paper on Adult Education which is to be ready by the end of 1999 will provide a basis for a legislative framework for adult education. The Department of Education and Science has allowed a six month time period from January 1999 to allow for national debate and responses from a broad range of agencies.

The current Government appointed a Minister of State at the Department of Education and Science with particular responsibility for adult education in 1997. As a consequence, there is a much greater awareness of the key role adult education plays in lifelong learning.

Amount of Public Financial Support

While it is extremely difficult to state precisely the amounts of funding to NGOs engaged in Adult Learning, it is fair to say that a wide range of activities which could be identified as adult learning are supported by a variety of government departments, trade unions, churches or private funders as well as European Union programmes. The recent Green Paper will hopefully spark a long overdue debate on the whole issue of funding.

The Green Paper takes a much broader view of adult education than ever before and has a specific chapter on community education. Within the remit of the Department of Education and Science, funding for Adult Literacy and Community Education has doubled since the arrival of this Minister

and Grants in Aid to adult education organisations have increased by more than one third. However, because the baseline was already so small funding for adult education remains at a very low level. It is still less than 2% of the overall Education Budget of € 2.5 billion.

Department of Education & Science

The Adult Literacy and Community Education Budget (ALCE), is probably the most specific source of funding for adult education. In 1998 it amounted to just over € 5 million to support adult literacy provision and is channelled through the Adult Education Boards which are sub-committees of the VECs. While the largest proportion of this Budget (approximately 75%) is channelled to local adult literacy schemes, local community groups may apply for small amounts of funding from it to support other adult learning activities. In some areas, small amounts of this fund have been used more strategically to employ a co-ordinator to support local groups in their endeavours thus linking non-governmental initiatives to the statutory sector.

The Department of Education and Science also supports *Adult Education Organisations* and in 1998 allocated € 635,000 for this work. The Main beneficiaries are AONTAS, The National Association of Adult Education which is the Main national membership organisation for providers and participants in adult education, and its sister organisation the National Adult Literacy Agency. These organisations were founded in 1969 and 1980 respectively and are NGOs with charitable and limited company status. The Department of Education & Science also pays Grants out of this fund to the Peoples College which was established by the Trade Union Movement, the Irish Country Womens Association, and the Dublin Adult Learning Centre which provides basic and second chance education.

Department of Social, Community & Family Affairs

Among the myriad groups which make up the voluntary and community sector are many local groups and organisations which provide a variety of adult learning activities. The most notable of these are the women's groups which number more than 1,000 and which are supported by small grants from the Department of Social, Community & Family Affairs. They provide a range of educational and community services to women and local communities. The groups are small, locally based and are usually managed by groups of local women on a voluntary basis. Some of the larger groups are registered as charities or as limited companies, which helps them access larger amounts of funding from sources such as the European Union. Generally speaking these small groups receive funding which ranges from 635 to € 25,400 depending on their activities.

The Department of Social, Community & Family Affairs support them under a budget subhead called Grants for *Locally Based Community and Family Support Groups* which also funds other groups working in the area of disadvantage. In 1998, the amount of funding available was € 3.587,750. The Department of Social Community & Family Affairs also fund the Community Development Programme through National Lottery funds amounting to € 8.853,730. This funding is provided towards the staffing and equipping of local resource centres, community development projects and family resource centres to enable communities to combat poverty and disadvantage. Adult education activities may be part and parcel of the overall work of the groups; the emphasis, however, is on "public education" and on collective rather than individual learning programmes.

Other Departments/Shared Support

In 1998 the *Women's Education Initiative (WEI)* was established by the Department of Education & Science to assist projects which address gaps in provision for educationally disadvantaged women. Key themes of the projects are to build local capacity, develop support structures, accredit women's learning, encourage partnership between voluntary and statutory agencies and facilitate progression. Thirteen projects are being supported over a two year period. The programme is aided as an Equality Measure by the European Social Fund, as part of the Operational Programme for Human Resources Development and receives € 762,000 over the two year period. The objective of the programme is to support models of good practice with a view to wider application.

Under the *Operational Programme for Local, Urban and Rural Development*, 38 Area-Based Partnership Companies made up of statutory and voluntary agencies provide a range of education, training and support services in designated areas of disadvantage. While their remit is to support community development and social inclusion activities and to develop area-based responses to disadvantage, educational disadvantage is a priority The Department of Education & Science funds a National Education Co-ordinator and 25 full time education Co-Ordinators at a cost of € 660,400 to work in the partnership areas. Their brief, however, is educational disadvantage at all levels, and not specifically adult education but again they co-ordinate a substantial amount of activities in the field of adult education and training. Their Main funding comes from EU aided programmes and is co-ordinated by the Department of Tourism, Sport and Recreation.

Other Government Departments, such as Health, Equality and Law Reform, Arts, Culture, Gaeltacht (part of Ireland where Irish is spoken as the first language) & the Islands support non governmental agencies in their roles of addressing other specific issues such as health, education, creative arts, womens issues etc. For example € 38 million over a period of three years has been allocated by the Department of Sport Tourism and Recreation to support community groups in the area of Drugs Awareness Education while other organisations such as Women's Aid which addresses the issues of Violence against women also receive funding.

Specific Preferences/Content Areas

The NGO sector provides a wide variety of learning opportunities ranging from literacy, basic education and personal development to Leaving Certificates and preparation for higher education. They also provide hobby and leisure activities, parenting courses, political education and management training. They tend to respond quickly to the needs of their participants thus the range of learning options is continually changing. Because they are less rigidly structured than formal providers and are locally based they provide a vital access point for the most disadvantaged learners.

Recognition and Accountability

Larger non-governmental agencies tend to have charitable or limited company status which helps when applying for funding. Generally speaking groups or agencies are required to specify their management and financial structures and their aims and objectives when applying for funding and they are required to submit accounts to the funding body. In the case of larger NGOs accounts are audited by an independent auditor. Smaller less structured organisations are expected to submit accounts and evidence of expenditure. Groups or organisations in receipt of funding may also be required to submit reports while larger NGOs tend to publish annual reports which include audited accounts.

Supra-National Financial Support

Many non governmental groups have been supported by the European Community Initiatives such as the European Social Fund, Horizon (now INTEGRA), and NOW (New Opportunities for Women).

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Luxembourg

Based on a text prepared by Ms Nathalie Solagna, Ministry of National Education and Vocational Training, Luxembourg

- Total population: 413,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 33,.918[2]
- GNP per capita: 41,210 US $ in 1995.[3]
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 29 %[4]
- Number of daily newspapers per 1,000 inhabitants: 327[5]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: no data available

General Overview

In the Grand Duchy of Luxembourg, there are different providers of adult learning:

- the State (the *Ministry of Education and Vocational Training*, the *Ministry of Family*, the *Ministry of Health*);
- the local authorities;
- non-profit organisations (*associations à but non-lucratif*);
- the professional chambers and the "Institute for the Training of Bankers" IFBL;

  private schools (language courses, commercial courses);
- the "Lycée Technique Privé Emile Metz LTPEM", a private technical secondary school offering exclusively courses in engineering.

Since Luxembourg is a multilingual country, the number of language courses offered is exceptionally high. Accordingly, the courses offered by non-profit organisations are mainly language courses, but also technology courses (information technology & engineering), literacy, special courses for unemployed women, and art education are offered.

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] According to the World Education Report 1998, page 123 refers to the World Development Indicators 1997 of the World Bank. The World Development Indicators 1998 as well as the World Development Report 1998/99 do not provide any data about Luxemburg.

[4] OECD Indicators 1997, page 39 (Table A2.2a).

[5] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

Two organizations are particularly specialized in adult literacy: "Association de soutien aux travailleurs immigrés (ASTI)" (*Association to Support Immigrant Workers)* and the "Centre culturel et d'éducation populaire de Bonnevoie" (*Cultural and Popular Education Centre).*

The association EUREGIO - SAAR - LOR - LUX is organising Luxembourgish courses in Luxembourg (région LORRAINE) in 7 different locations at the French-Luxembourg border. This NGO aims at giving trans-border workers an opportunity for professional integration in Luxembourg, where the rate of unemployment is rather low (3-3.5 percent) compared to the border regions of its neighbours. Between 1985 and 1998, the transborder work has increased of 500 percent. (In partnership with the Ministry of Education, an increasing number of local authorities organise courses to learn Luxembourgish. In a country where 35 percent (1998) of the inhabitants are of foreign origin, learning Luxembourgish is an important step in the process of social, cultural and professional integration.)

Other learning opportunities organised by NGOs are courses for the elderly, preventive health education, and management courses (including information technology and commercial language courses) organised by "OLAP- Office Luxembourgeois à l'Accroissement de la Productivité" (*Luxemburg Office for the Growth of Productivity).*

The *professional chambers* created by the Act of Parliament of 4th April 1924 are independent organisations, each representing a particular area of activities. Three of them organise courses for adults : the Chamber of Private Employees (CEPL), the Chamber of Commerce and the Chamber of Crafts. Currently, the Chamber of Private Employees offers 84 different courses. In 1998, a total of 3055 persons were registered. The areas covered by the courses are mainly information technologies, administration and management, book-keeping and business, economics, commercial courses and law. The Chamber of Commerce organises courses in the fields of book-keeping, commercial French and English, and marketing. At present, 20 different courses are on offer. The Chamber of Crafts provides 145 different courses for craftsmen (hairdressers, mechanics, salesmen , aso) for up-dating the knowledge in their special field of activities (3013 registrations).

The *Institute for the Training of Bankers* (Institut de Formation Bancaire Luxembourgeois, IFBL) is a non-profit making foundation which organises courses in the area of banking technologies. In 1997, 4300 registrations were counted.

Legislative Framework

The Act of Parliament of 19 July 1991 created a coordinating body for Adult Education within the Ministry of Education, called "Service de la Formation des Adultes SFA" (*Service for the Education of Adults*). One of the most important missions of the SFA is to coordinate adult education on the secondary level, technical secondary education, the Superior Institute of Technology, the University Center of Luxembourg and the Language Center Luxembourg.

The SFA also is in charge of adult basic education and has been assigned the mission of organising courses of general education. In order to organise such courses, it has the right to conclude agreements (conventions) with non-profit-making associations and local authorities, laid down in the Grand-ducal regulation of 10 August 1992.

According to this regulation, the Ministry of Education is allowed to conclude agreements with NGOs providing courses of general interest and for social promotion. Access to these courses is open to everybody without restrictions of any kind whatsoever. The regulation stipulates that for courses which last at least 20 weeks, a minimum of 15 participants is required.

The Act of Parliament of 8 September 1998 and the regulation of 11 December 1998 determine the relationship between the State and the organisms working in the social, family and therapeutic areas. This law makes it possible to organise activities for the elderly.

Amount of Public Financial Support

Due to the fact that, on the one hand, the SFA has no direct responsibility for the organisation of courses offered by the NGOs and that, on the other hand, there is no obligation for the NGOs to feed back, an estimate of the global costs for adult learning is hard to establish. It is therefore rather difficult to evaluate the part of public financial support compared to the overall financial sources of NGOs providing adult learning opportunities.

The Ministry of Education (SFA) is, however, largely involved in the financial support to NGOs. Besides, other ministries financially support educational activities:

- the Ministry of Economy for the OLAP;
- the Ministry of Family for the association "Service de Formation socio-familiale" (*Social and Family Training Services)* which offers courses for the elderly;
- the Ministry for the Promotion of Women for the "Centre pour Femmes, Familles et Familles Monoparentales" (*Centre for Women, Families and Single-Parent Families)*;
- the Ministry of Employment for the NGO "Naxi Ateliers";
- the Ministry of Health for associations providing preventive health education such as the "ligue de prévention contre le cancer" (*Anti-Cancer Ligue)*, the "Centre de prévention de la toxicomanie" (*Center for the Prevention of Drug-Addictions)* and AIDS prevention associations.

A distinction is made between the NGOs who signed a convention with the government and who have their budget partly or totally financed by the State, and the NGOs who only receive subsidies. Generally speaking, the financial contribution of the SFA consists in paying the salary of the teachers of the adults courses. Before the beginning of the courses, the teachers have to be approved by the Minister of Education.

According to the State budget, the SFA spent € 191,402 in 1991/92 in order to support NGOs and the local authorities with the organisation of courses for adults. During the 1997/1998 school year, the Ministry of Education spent € 278,903 for the same purpose. Considering that in the same period the index rate calculated for the cost of life has increased by 12.5%, the total increase over the last six years for the expenses for adult learning is evaluated at 38 %.

In 1999, the OLAP will profit of a subsidy of € 245,414 from the Ministry of Economy.

Specific Preferences/Content Areas

The areas for which NGOs and local authorities are most strongly supported by the Ministry of Education are language courses (Luxembourgish, French, German, Italian, English, Russian, Spanish), adult literacy and information technology.

Recognition and Accountability

The conventions or agreements concluded between the Ministry of Education and the NGOs or local authorities, based on the regulation of 10 August 1992, are signed by the Director of Adult Education (SFA), the President of the NGO, and approved by the Minister of Education.

The Ministry of Education only offers help with, yet does not exercise control over the practical organisation of the courses. The control mechanisms are limited to the verification of the financial support. These mechanisms apply to the respect of administrative procedures which are:

- Every new course (offered by NGOs as well as provided by the State) has to be officially authorized by the Ministry of Education (SFA) before its starting date, according to whether its content is of general interest and whether an appropriate budget is secured;
- The SFA maintains a list of all the courses offered, which is distributed in mid-August to the local authorities (118), schools, official institutions, NGOs and individuals. This list is also published on an Internet site (http//www.men.lu);
- After the beginning of the courses, the Ministry of Education receives a list of registered participants from each NGO and local authority. Any course not totalling a minimum of 15 participants is cancelled;
- The administrative procedure of payments is subject to the normal State financial control structures such as the Court of Counts (Chambre des Comptes), the Treasury Department etc.

Supra-National Financial Support

It is rather difficult to make a clear distinction between vocational and non-vocational education and to evaluate how substantial the support from the European Union is in order to promote non-vocational education for adults.

The Department of Adult Education (SFA) of the Ministry of Education does, as such, not obtain funds from the European Union in order to support non-governmental adult learning opportunities. The Ministry of Education, however, takes part in European educational programs (SOCRATES, LEONARDO, ODL) as a partner for joint projects with other institutions.

The NGO *Association to Support Immigrant Workers* obtains financial support from the programs SOCRATES and COMENIUS; the women organisations *Centre for Women, Families and Single-Parent Families* and "Naxi-Ateliers" are supported by the European Social Fund; the Chamber of Private Employees, Chamber of Commerce and the Chamber of Crafts get financial aid from the European Social Fund and are involved in the programme LEONARDO. The OLAP is also supported by the project LEONARDO.

ARINES (Aarbechtsinitiativ fir d'Eisleck), classed zone 5b by the European Union, obtains financial aid in order to help this less-favoured or less-promoted region. This support is used in order to organise short courses in information technologies and is addressed to an audience of unemployed persons. ARINES is also co-financed by the SFA.

The Ministry of Family does not receive regular financial support from the European Union for the provision of educational opportunities for the elderly.

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The Netherlands

Based on a text prepared by Mr Max van der Kamp, Adult Education and Social Intervention, University of Groningen, Groningen (with students of his department)

- Total population of the Netherlands: 15.575,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 12.332,560[2]
- GNP per capita: 25,940 US $ (rank 11)[3] (in 1997: 25,820 US $, rank 12[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 61 %[5]
- Number of daily newspapers per 1,000 inhabitants: 305[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: no data available

General Overview

Types of Non-Governmental Organizations

The majority of NGOs in the Netherlands emerged in the mid-seventies. They came into being in the context of the emancipation and social movements with the aim of creating organized opposition to central government and to top-down policy-making.

NGOs over the past decades have been given an increasingly important role: They have become a distinctive sector within civil society. Characteristic for the development of NGOs in the Netherlands is the "pillarization", i.e. the division into different but important sections according to religion etc. The Netherlands is a real "nation of joiners" (Curtis et al. 1992). More than 40 % of the population are members of one or another organization, and the percentage involved in voluntary work is 36 % (Social and Cultural Planning Bureau 1996). These high rates are the historical legacy of the combination of religious pluralism with a non-central state policy.

In general, three types of NGOs can be distinguished:

- *service delivery NGOs*: organizations which offer services to people outside the organization;
- *campaigning NGOs*: organizations which try to realize their ideals on the basis of donations and voluntary involvement of civilians;

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[1] UNESCO Statistical Yearbook 1998, page I-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 13.

[4] World Development Report 1998/99, The World Bank, page 191.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

- *mutual support NGOs*: organizations which, in the first place, deal with internal self-supportive activities and services for members.

Service delivery NGOs are mostly foundations with a top-down decision-making structure. They usually work according to fixed procedures and rules. The leadership of such NGOs is mainly in the hands of professionals, who have clear responsibilities and who also have to fulfil management qualifications. These NGOs are largely dependent on financial support from the community or (local) government. Competitiveness plays an important role in the sustainability of such organizations.

The legal status of *campaigning NGOs* is usually the one of an association or corporation. In politically active NGOs, many procedures and rules are often implicit, and democratic internal debate defines the mission of the NGO. Bottom-up decision-making is seen as a major drive of the NGO, but it is also important to gain external confidence and to keep the organization transparent. Campaigning NGOs do not look at themselves as organizations but as social movements. They want to stay independent and are keen on their critical function in society. Their funding is often based on their ideological image.

The decision-making process of *mutual support NGOs* is not in the hands of professionals but of volunteers. Management has a purely supporting character to reach aims and plan activities for members of such NGOs.

Adult Learning and NGOs

During the last decade, many NGOs have increasingly realized that political influence could be better achieved with (a) specialized and detailed expertise and (b) systematic information on specific topics. This is why adult learning became more and more important as an instrument for reaching the goals of NGOs. Adult learning programs were usually developed in three steps:

- awareness of the necessity for knowledge inside the NGO;
- assessment of the needs for information and knowledge of the target group;
- designing a suitable educational intervention to influence the target group.

The adult learning needs inside the NGO led to a certain professionalization within the organization. These "professionals" became responsible for the sustainability of the NGO in an increasingly complex and turbulent environment. Important stakeholders are national and local government. The original rather combative relation between, particularly campaigning, NGOs and government gradually changed to a certain kind of pragmatic partnership according to the characteristic Dutch consensus model ("polder-model").

Educational interventions by NGOs focussed on specific groups are often characterized by informal and practical ways of learning. Adult learning is seen as instrumental to the ideological aims of the NGO. NGOs believe that a very formal - too academic - pathway of learning does not work for their specific target groups. Leijenaar & Niemoller (1994) asked women members of NGOs about their motives for participation. Very important reasons appeared to be "to develop and apply own ideas" (83 %), "to use my capacities" (94 %) and to have "more chances for a job" (54 %). It is obvious that these motives have a relation with processes of adult learning and

development. A study in the city of Groningen (Gemeente Groningen 1998) showed that 11 % of volunteers are joining an NGO to teach adults as their Main motive.

It is not easy to estimate the participation in adult learning offered by NGOs. According to a representative survey of 2566 adults between 16 and 75 years (Van der Kamp 1997), formal adult education participation has gradually increased during the last decades in the Netherlands. From 15 % in the 1970s, 20 % in the mid-1980s, and 25 % in the late 1980s, the overall participation rate in the mid-1990s has grown to 37 %.

In the same survey, the following providers were mentioned by the interviewees (in percentages):

- institute for higher education 15.5
- adult basic education 2.0
- secondary education 5.1
- lower vocational education 4.3
- employment exchange 2.0
- commercial institutes 19.5
- firm/employer/branch 19.0
- producer of equipment 2.5
- popular university 4.2
- community centre 2.9
- volunteer organization 2.9
- other 21.0

From the adult learners in the age group of 16 to 75 years old, 2.9 % follow educational activities offered by volunteers organizations, 3.2 % courses of community centres and 4.2 courses offered by popular universities. These provisions have certainly a clear relation with NGOs. (It is a pity that the category "other" is rather big and not split up in subcategories. Probably, more NGO-related learning activities could be identified in this category.)

The majority of adult learners, however, participate in formal adult education, commercial institutes or work related training. In spite of the rhetoric of lifelong learning, recently propagated by (inter)national policy-makers, the Social and Cultural Planning Bureau (1998) discovered only a slight decrease of time spent with adult learning since the mid-1990s.

Legislative Framework

The legislative environment of adult learning in the Netherlands is dominated by the *Adult and Vocational Education Act (WEB)*, which came into force on 1 January 1996. The WEB categorizes a number of existing types of educational provision into two broad groups: *vocational education* and *adult education*. Adult education comprises general education, adult basic education, courses in Dutch as a second language and courses to help newcomers integrate into Dutch society. Adult education is designed to prepare students for entry to vocational education or to enable them to participate fully in society. Within adult basic education and adult general education, there are six

levels of courses, while courses in Dutch as a second language can be taken at five levels. Vocational education has traditionally dominated this sector. Almost 70 % of all students in adult and vocational education are taking some kinds of vocational course. The remaining 30 % are attending adult education classes and some of these will eventually go on to vocational education.

As far as NGOs are concerned, a specific legislative framework does not exist. Generally spoken, every single person with a specific interest might start a NGO. But he or she has to comply with certain rules to obtain a legal status. This is necessary for receiving public support and funding. Following certain procedures, the organization can be officially registered and require legal status.

An *association* is a co-operation of people with a common ideological aim or interest. Legally, two or more people are needed to found an association. To get full capacity to have rights, the association has to be registered at the Chamber of Commerce and needs a notary act. Associations have members, and these members choose a board. A *foundation* also has to be registered at the Chamber of Commerce, needs a notary act too and a (modest) starting capital as well. A foundation, however, has no members but needs an official board.

According to Leijenaar and Niemoller (1994), most NGOs are associations (53 %), 39 % of the NGOs are foundations and a minority are corporations or (private) companies (8 %).

Amount of Public Financial Support

On the basis of the WEB, the responsibility for adult education provision has been delegated by the Ministry of Education, Culture and Science to the municipal authorities. Funds from the central government budget are allocated according to the general size of the adult population, the number of people of foreign ethnic origin and the number of people with a low level of education in each municipality.

In 1997, the municipalities received a total of € 265 million from the central government, earmarked for *formal adult and continuing education*. The municipalities add their own resources and sign contracts with the Regional Training Centres (ROCs) for the latter to supply adult education courses. In the case of integration courses, the funding arrangements are different. The municipal authorities receive a separate budget for this purpose with which they "buy" courses from the ROCs and elsewhere to help newcomers integrate into Dutch society, as regulated in the *Newcomers Integration Act*.

Because NGOs are not covered by the WEB, their funding situation is very different and sometimes even not transparent, depending on their legal status and the content of their working areas. Funding of NGOs comes from national ministries (of Health, of Welfare, of Social Affairs, of Environment, of Development and Cooperation etc.), from provinces and municipalities, from supra-national organizations such as the EU, from private organizations and, of course, from their members (donations and contributions). Table 1 offers insight into the Main sources of income of NGOs (foundations and associations). The differences are clear: associations are more dependent of their members, foundations of external subsidies.

Table I

*Main Sources of Income of NGOs in Percentages (Leijenaar & Niemoller 1994)**

	foundation	association
subsidy from government	30 %	7 %
subsidy from others	6 %	2 %
donations	8 %	-
membership fees	16 %	73 %
commercial activities	7 %	1 %
combination or other	35 %	18 %

* totals are more than 100 % because of rounded calculations.

The study on NGOs in the city of Groningen (Groningen 1994) revealed that NGOs in the areas of welfare and culture received most subsidies from local government, while NGOs in the areas of sport got the fewest subsidies.

The amount of money specifically spent for adult education is very difficult to estimate. According to the Social and Cultural Planning Bureau (1998), € 1.8 billion are yearly spent on privately financed adult learning, while the contribution by government to formal adult education is roughly estimated at €1 billion.

Specific Preferences/Content Areas

A distinction of areas and types of NGOs active in adult education was made by the Social and Cultural Planning Bureau in 1998, offering a clear coverage of the broad variety of Dutch NGOs:

- media;
- consumer organizations;
- health;
- international solidarity;
- environment;
- trade unions;
- aging populations;
- political parties;
- women's organizations;
- moral issues;

- employer organizations;
- sport and recreation;
- religious organizations.

The Social and Cultural Planning Bureau collected data on the numbers of members of these 13 areas in 1980, 1994 and 1996/1997. These data revealed great differences in the development of content areas. Since 1980, membership of religious organizations decreased by 10 %, membership of women's organizations decreased by 25 %, and membership of political parties decreased by nearly 40 %. A considerable increase, however, was noted in membership of environmental NGOs with 510 % (!), organizations for the aging (34 %), and those involved in moral issues, mainly on abortion and euthanasia (675 %). Growth could also be perceived in the areas of international solidarity, health, consumer organizations and employer organizations. In general, the number of members of NGOs increased in the Netherlands.

Although these figures concern the work of NGOs as a whole, it is obvious that adult learning is closely connected to this development. It is plausible to assume that NGO-related adult learning increased in the areas of organizations for the aging, moral issues and environment.

Recognition and Accountability

Because of the professionalization of many NGOs and the increased partnerships with several donors and different levels of government, the strategies to gain recognition and the procedures to legitimate oneself have become more complex. In the mid-1980s, the Netherlands showed a policy shift from input-financing to financing on the basis of output. In those years, an overall tendency to accountability in a context of budget cuts was developed, and (local) policy-makers were too often surprised by negative results with open-end budgeting. Output financing gave policy-makers and civil servants more guarantees for solid budgeting by NGOs, and offered the NGOs some financial security on the mid-term. Recently, policy-makers more often use project-financing for initiating specific activities during a certain period. On the one hand, this is a means to keep optimal flexibility in policy, on the other hand the financial environment of NGOs is becoming hectic, uncertain and more competitive.

Supra-National Financial Support

The European Union has become the most important supra-national financial source for NGOs, especially in certain areas such as environment, developmental cooperation, welfare and elderly work. The Dutch Forum for Elderly People and Europe, for example, has been sponsored by the EU in the European Year of Lifelong Learning. Also other NGOs have received subsidies for specific projects, but in 1998, the European Union underwent severe budget cuts which affected some areas of NGOs.

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Portugal

Based on a text prepared by Mr Alberto Melo, Adult Lifelong Learning Task Force, Ministry of Education, Lisbon

- Total population: 9.808,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 7.932,350[2]
- GNP per capita: 10,160 US $ (rank 25)[3] (in 1997: 10,450 US $, rank 26[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 20 %[5]
- Number of daily newspapers per 1,000 inhabitants: 75[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 1,264[7]

General Overview

In Portugal, non-profit adult education and training activities are mostly implemented by public institutions, in particular by the Ministry of Education, but also by various other ministries (Work and Solidarity, Health, Agriculture, Justice, Defence).

For instance, within the Ministry of Work and Solidarity, the Institute for Employment and Vocational Training (IEPT) is in charge of the application of the European Social Fund for vocational training measures, either organized directly by their own training centres, or by officially recognized commercial enterprises or associations or non-profit organizations. The same system is applied for most education and training measures implemented by the other ministries.

Data on adult education provided by non-profit NGOs on their own initiative are not available. The support to adult learning provided by NGOs, absent until now, has been only initiated in 1999 in relation to civic education.

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1 UNESCO Statistical Yearbook 1998, page 1-6.

2 Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

3 World Development Indicators 1998, The World Bank, page 13.

4 World Development Report 1998/99, The World Bank, page 191.

5 OECD Indicators 1997, page 39 (Table A2.2a).

6 UNESCO Statistical Yearbook 1998, page I-6 and 7-49.

7 World Education Report 1998, page 127.

Legislative Framework

Within the Ministry of Education, adult education has been divided into two separate categories by a law passed in 1986:

- *continuing ("recurrent") education*, leading to official diplomas and mostly organized in schools as evening classes), and
- *out-of-school-education* (not granting any diplomas).

Most of these measures are addressed at individuals who have not reached a level equivalent to nine years' school attendance. However, since there is no distinct separation between these remedial courses for adolescents and adults, evening classes have been "flooded" by 15 to 18 year olds, who recently dropped out of the formal school system.

(Amount of) Public Financial Support

Funding for adult education programmes provided by NGOs does not exist. Moreover, there are no firmly established mechanisms for exchange and cooperation between publicly organized adult education and adult education initiated by NGOs.

However, there are mechanisms to provide public financial support to various educational activities:

First of all, the five Regional Directors of Education (decentralized units of the Ministry of Education) have the possibility of granting two different kinds of financial support (scholarships). These scholarships, however, are not offered to learners, but to teachers or researchers. The duration of the scholarships varies, yet they are limited to a maximum of nine months.

(a) support for the development of *continuing ("recurrent") education* activities or out-of-school education;

(b) support for the elaboration of *research activities* in the field of adult education.

The first category (a) is aimed at candidates who, independent of their educational qualification, have the competence required for becoming trainers in these activities. They also have to be able to plan, organize and implement pedagogical or socio-cultural courses, based on the personal profile of participants, with the aim of capacity development and skills acquisition.

The second category (b) of support is directed towards research or action-research, with the objective of improving/designing educational activities for the future or of preparing research projects within the framework of adult education, especially producing and testing didactic material.

Secondly, the so-called sub-programme "Education of the Community Support Centre (PRODEP II)", offers different kinds of assistance to participants, in particular:

- a subsidy equalling the legal minimum wage, on condition that the participant is regularly and successfully taking part in all course activities stipulated by the curriculum,

- meal subsidies,
- transportation subsidies,
- accident insurance,
- taking over of nursery costs for children or dependant adults.

The beneficiaries of PRODEP in the area of continuing ("recurrent") education are individuals over 15 years of age lacking formal school education; in the area of vocational training and education, the young.

In addition, the (provisional) "Plan of Activities" of the National Agency for Adult Education and Training (ANEFA), of which the implementation had been foreseen for the first half of 1999, contains a number of initiatives to develop and consolidate a framework of partnerships between the state, local communities and non-profit NGOs, including:

- opening of "Clubes SABER+" ("Clubs to Know More"), based on agreements between the Agency and local organizations interested in setting up centres for the reception, information, orientation and follow-up activities of adults who want to improve their school or professional qualifications or widen their career path;

- establishment of Local Adult Education and Training Units (ULEFA) in partnership between public and private organizations, which are in charge of the elaboration and administration of the Local Adult Education and Training Plan, on the basis of which the financial assistance of the National Agency for Adult Education and Training will be negotiated and allocated;

- offering of annual competitions of good practice and innovative projects in order to generate material and technical aid and to present Civil Society's initiatives in the field of adult education and training.

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Spain

Based on a text prepared by Ms Sofia Valdivielso Gomez, Researcher, Las Palmas de Gran Canaria

- Total population: 39.674,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 31.910,959[2]
- GNP per capita: 14,350 US $ (rank 22)[3] (in 1997: 14,,510 US $, rank 23[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 28 %[5]
- Number of daily newspapers per 1,000 inhabitants: 99[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 1.611[7]

General Overview

The map of non-governmental organizations active in adult learning in Spain is extremely complex. Many diverse organizations operate in this field. Some are exclusively education providers while others include educational activities within a framework of wider social involvement. Against this background, the number of NGOs that provide education for adults is far higher than the one traditionally taken into account.

The following portrait of organizations is built according to financial sources: those which rely exclusively on public funds, those with mixed funding schemes and those which are entirely self-supporting.

NGOs Completely Financed by Public Funds

The organizations completely financed by public funds are, in general, created around a specific project and discontinued when the projects have been carried out. Some organizations remain active and become vocational training centres, and they obtain funds mostly from the National Employment Institute (*Instituto Nacional de Empleo*). Others mainly work in the area of socio-cultural and basic adult education: they are funded through municipal agreements.

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1 UNESCO Statistical Yearbook 1998, page 1-6.

2 Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

3 World Development Indicators 1998, The World Bank, page 14.

4 World Development Report 1998/99, The World Bank, page 191.

5 OECD Indicators 1997, page 39 (Table A2.2a).

6 UNESCO Statistical Yearbook 1998, page I-8 and 7-50.

7 World Education Report 1998, page 127.

NGOs Partially Financed by Public Funds

The partially financed organizations are funded through diverse administrative channels and are characterized by a high level of social involvement, offering a wide range of cultural activities at the local level in addition to strictly educational ones. They include all the organizations which define themselves as adult education providers but also those which do not consider education as their Main objective, such as neighbourhood associations, women's groups, community development initiatives, Alcoholics Anonymous, organizations for aging people, for parents and for professionals, citizen groups, etc.

These organizations receive public funds to implement educational projects for adults, but their internal organization does not depend on such funds. Their members pay fees to maintain the organization, and some receive donations or are sponsored by private industry.

The Popular Universities *(Universidades Populares)*, linked to local administration, receive funding from public sources, from foundations and other private institutions and from European programmes. They are offering a range of socio-cultural activities for the local communities, provide technical and work-related skills acquisition, they organize socio-cultural activities for marginalized populations, and they promote social participation. The Popular Universities are located in urban and rural areas. Since 1988, they are united within the Spanish Federation of Popular Universities *(Federación Española de Universidades Populares, FEUP)*.

Adult education centres, regrouped since 1988 in the Federation of Adult Education Associations (*Federación de Asociaciones de Educación de Adultos, FAEA*), are rooted across Spain and cater to large parts of the population. The FAEA is made up of 55 very diverse and pluralistic entities. They work at local, regional and national levels, sharing the common aim of fostering a type of adult education (*Educación de las Personas Adultas, EPA*) which is participative, integrated, popular and based on solidarity. FAEA is representing its members vis-à-vis the different administrative bodies and the regional, national and international organisms. Since 1988, FAEA is representing Spanish non-governmental adult education at the European Association for the Education of Adults (EAEA).

The Common-Action-Groups for Solidarity (*Colectivos de Acción Solidaria, CAS*) aim at promoting local economic, social and cultural development for the most disadvantaged areas and social groups. CAS are part of the national RURAL PLATFORM and of the European VIRGILIUS, a network to share similar experiences aspiring to re-vitalize rural areas across the continent.

Several other non-profit organizations offer (formal and) non-formal education in diverse areas, at times through distance learning. The organizations which offer distance learning courses form part of the Spanish National Association for Distance Learning (*Asociación Nacional de Centros de Enseñanza a Distancia, ANCED*). In general, they mainly offer language courses and vocational training. ANCED was founded in 1977, and is a member of the Association of European Correspondence Schools (AECS) and the International Council for Distance Education (ICDE). ANCED also promotes and manages training projects at the European level.

Finally, there are numerous international organizations such as the Red Cross, Solidarity for Peace, Médecins sans Frontières, International University Brama Kumaris, and the Spanish Anti-Cancer Association, etc.

Totally Self-Financed NGOs

Some self-financed NGOs offer non-formal education, charging more or less substantial course fees, while others offer their courses totally free of charge to their members.

The Spanish National Organization of Blind People (*Organización Nacional de Ciegos de España, ONCE*) is an example of this type of organization. Created 50 years ago, ONCE aims at the social, professional and personal integration of blind people. It provides affiliation free of charge and is open to all blind people and those with acute sight deficiency. The total number of members is around 55,000 people. ONCE dedicates considerable resources to the education of its members at all levels, including vocational training and adult continuing education.

Legislative Framework

Over the past two decades, the Spanish administration has been reshaped to adjust to the decentralized system established by the new Constitution in 1978. To date, seven of the 17 regions have assumed full responsibility for educational concerns (Andalusia, the Canary Islands, Catalonia, Valencia Community, Galicia, Navarra and the Basque province). The Ministry of Education and Culture has remained in control of the administration of educational matters in the other regions, constituting what has been termed "administered territory of the Ministry of Education and Culture."

The mechanism for allocating subsidies to organizations is established through yearly grants by ministerial order in accordance with the general regulation for grants, which is the General Budgetary Law contained in the Royal Decree 1091/1988 (23/9), and with the regulation for the procedure to grant public subsidies contained in the Royal Decree 2225/1993(17/12).

Within this general framework, each Ministry and regional government stipulate rules concerning subsidies to NGOs and organize their own grant program within their budgets. The financing sources are, thus, quite diverse. Both the Ministry for Education and Culture as well as the regional authorities support financially basic adult education activities.

Regions which have specific laws on adult education are Andalucía (1990), Catalonia (1991), Galicia (1992) and Valencia (1995). None of them have a chapter where they specify the amount of public financial support, yet they all recognize that adult education should be financed by public, private and mixed funding mechanisms. In all the regions, except Catalonia, adult education is administered by the regional Ministry of Education. In Catalonia, it is the Ministry of Social Welfare which operates and organizes adult education.

Traditionally women have been most affected by the lack of education. In recent years, literacy and training programs for women have been generated by the Lifelong Learning Plan for Women, jointly initiated by the Ministry of Education and Culture, the Women's Institute and the National Employment Institute. The programs are aimed principally at women over 25 who wish to obtain a basic education certificate or join the workforce. In order to fulfil the Plan, the different public agencies (National Employment Institute and Women's Institute) grant subsidies for projects presented by the NGOs which are in line with the aims laid down by the Plan.

Municipal governments have also created their own local employment and development agencies, in charge of carrying out similar projects.

Amount of Public Financial Support

Spain invests 0.5 % of its private income tax revenues (IRPF) to fund non-profit NGOs with an expressed social interest. In 1998, this amounted to approximately € 1.5 million. These funds also include support for international solidarity organizations.

Other funds come from the budgets of all the ministries engaged in education and training for adults. For example, the Sub-Department for Professional Promotion and Orientation (of the Ministry for Education and Culture) increased its budget for adult education from € 1.18 million in 1993, to € 1.35 million in 1998. According to the Ministry of Education and Culture, a share of 21.96% (€ 260,000) of the total credit has been directed to the funding of adult education within the framework of the Ministry of Education's most recent grant announcements.

To develop programs of social security, the funding for adults in these programs started out in 1995 with an amount of € 3.6 million and has increased to € 3.9 million in 1998. Within the same grants announcements in the area of social security, vocational training workshops had been granted 17.68% (€ 690,000) of the total budget. Overall, the public funding for adult education is said to have increased by 14.14 %, and by 9.66 % for social security programs.

At the same time, figures from FAEA show that in the past six years, grants have been cut between 10 and 15 %. In the case of the FEUP, the Ministry of Education's grants have decreased by 50 %. Nevertheless, their income has increased through grants from other public agencies, from the European Employment Promoting Initiatives (NOW, YOUTHSTART, ADAPT), from other European programmes such as FEDER and URBAN, as well as through grants from trade unions and business associations.

Specific Preferences/Content Areas

The education area mainly supported by the Spanish government is vocational and work-related training. Any project which serves the aims of the National Employment Plan will receive preferential treatment and will, in general, if accepted, be totally funded by public resources (via the National Institute for Employment).

Recognition and Accountability

As noted in section one, some NGOs are recognized exclusively for their adult education projects, as in the case of the FAEA and FEUP. In general, all organizations which receive funding for education and training programs must comply with the same mechanisms: they have to present their objectives and budgets when requesting funding and, once these are accepted, they have to report on the achievements the objectives as well as on the administration of expenses.

Program funding depends on how the organizations account for both funds and programmes. In the final annual statement, no expenses are admitted which were not stated in advance unless a modification is requested in writing within a prescribed time frame.

Within one to three months after presenting a detailed financial report and a detailed program statement, the administration may request any additional documentation it deems necessary to complete the report. Within a further six months to one year, they may give their definitive clearance of expenses carried out. To receive funding it is crucial that previous fiscal reports have been approved.

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http://www.mtas.es

Ministerio Economía y Hacienda:
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Ministerio de Educación y Cultura:
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http://www.boe.es/tablon/ayudas.htm

Sweden

With the cooperation of Mr Arne Carlsen, Danish National Institute for Educational Research, Copenhagen

- Total population: 8.819,000 inhabitants[1]
- Population over 16 years on 1st January 1999: 6.979,764[2]
- GNP per capita: 25,710 US $ (rank 12)[3] (in 1997: 26,220 US $, rank 10[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 75 %[5]
- Number of daily newspapers per 1,000 inhabitants: 446[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 5,027[7]

General Overview

Non-formal popular adult education, "*folkbildning*", in Sweden has a long history and is deeply embedded in society and in the value system, aiming at democracy, equality, and individual and collective development and reaching out to large parts of the population. The ability to gain control upon one's own life, but also the creation and preservation of popular culture are part of the overall objectives.

Folkbildning is addressed and available to every individual. However, one of its goals remains to compensate educational gaps, and to reach particularly those groups which have been left outside of the formal system or are marginalized within the society, such as immigrants, and disabled and unemployed people.

Trade unions, political organizations, farmers' organizations and other popular movements are thoroughly involved in *folkbildning*, which is mainly organized by 11 *study associations* (through *study circles*) and 147 *folk high schools*. Out of a population of 8.5 million, around 1.5 million people participate in study circles (other sources indicate the number of 2.8 million participants in study circles in 1998), and 200,000 people join courses organized by folk high schools every year.

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[1] UNESCO Statistical Yearbook 1998, page 1-6.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 14.

[4] World Development Report 1998/99, The World Bank, page 191.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-8 and 7-50.

[7] World Education Report 1998, page 127.

Study Associations

The 11 Study Associations offer courses of differing length on a variety of subjects, ranging from theoretical studies, vocational training, cultural events, lectures, to art, music, painting and theatre. The courses are organized in the local communities where the participants live and work.

The biggest study association is the *Workers' Educational Association (ABF)*, which is linked to the labour movement and accounts for one third of all activities.

Folkbildning offered by study associations is usually organized through *study circles*, where the activities are developed on the basis of the experiences of participants. Ideally, study circles are made up of a small group of interested and motivated people, who unite for a given period of time to pursue collectively their studies, mostly in the evenings.

Although no official qualification are granted after termination of a study circle, participation in a study circle very often opens the door to further participation in adult education, as it people the motivation and courage to take the next step towards Folk High Schools, local formal adult education or colleges. In this sense, study circles often function as a "second chance" for people with limited initial education. Study circles equally contribute to the development of the local community as well as, indirectly, to the development of democracy.

Folk High Schools

Folk high schools are equally connected with popular movements, NGOs or various church denominations. Some are run by local authorities and county councils.

The vast majority of folk high schools are residential adult colleges, based on the conviction that the combination of living and studying together strengthens the sense of community and promotes personal development. Cultural and leisure time activities often form part of the activities on offer. In particular in large cities, folk high schools are schools which are run during the day.

Tuition at folk high schools is free of charge - except for the board and lodging -, and the schools are open to all adults over 18 years of age. Studying at a folk high school is for many the first step on the road to higher education or a new career.

Subjects and courses vary substantially, ranging from arts, crafts and music to vocational training. Core subjects, particularly Swedish, mathematics and social studies, at a level corresponding to secondary school or municipal adult education, are focussed on. The courses may also qualify students for higher education at university.

Since 1 July 1997, a special adult education initiative has taken place to boost adult education and training in Sweden, allocating more than 100,000 "sabbatical leaves" to adult learners (out of which around 10 % at Folk High Schools). All local authorities in the country are taking part - NGOs as well as adult schools are organizers of this adult education initiative, financed by the government.

Legislative Framework

The agency responsible for financial assistance to adult education provided by non-governmental organizations is the *Division for Adult Education* at the Ministry of Education and Science. The Swedish Council of Adult Education is responsible for following up and evaluating the work of popular education on the basis of the purposes stipulated for the government grant.

A Parliamentary Commission was established in June 1995 and assigned the task of proposing goals for adult education as part of a strategy for developing life long learning. Among other tasks the Commission was charged to:

- assess whether the general goals for publicly supported adult education need to be revised;
- determine the responsibility of publicly financed education;
- propose the distribution of responsibility that lead to (a) a rational use of society's resources and (b) to as high as possible a participation rate of adults in the kind of education they need and wish to have.

A five-year program on adult education has been decided on in September 1996. It aims at the renewal of the organization of adult education concerning working methods and institutions. The Commission will have the responsibility for co-ordinating the evaluation of the program in adult education. It also put forward on 28 February 1997 proposals on methods for the independent evaluation of the special investment program in adult education. An annual report with possible proposals for changes is given by the Commission to the Government in order to enable a gradual reform of adult education. The task as a whole should be finalized by March 2000.

The specific laws that regulate public funding for NGO-provided adult education are *Förordning om statsbidrag till folkbildningen* 1998 (Decree on Government Subsidy for Popular Education) and the Government budget appropriation document.

The Government has laid down the goals and criteria for the state grants. The purpose is to make it possible for people to influence their own life and to create commitment to participate in the development of the society. Activities that aim at decreasing the lack of knowledge and increasing the level of education in society shall be given priority, as well as activities that are arranged for people that are educationally, socially or culturally neglected.

It is then up to each Study Association and Folk High School to adjust the state aims within the framework of the overall goals of the organization. Within a system of target steering, evaluation plays an important role. Evaluation is to be done both on a local and a national level.

Amount of Public Financial Support

In 1990/91, the percentage of GNP used for the overall field of education in Sweden was 7.5%. The total expenditures for adult education amounted to € 785 million, which equalled 7 % of the operational expenses for education.

About 15 % of the public educational budget is spent on adult education, while the total public and private expenditures on adult education amount to 3 % of the Gross National Product (GNP).

Even though *folkbildning* to a large extent is independent from the state, it still is an important part of the Swedish educational system. The state's subsidies to Study Associations and Folk High Schools is close to € 289 million yearly. County councils and municipalities also make contributions.

In 1997, Study Associations had been subsidized with € 33 million by the County Councils and with € 59 million by the Communities. Folk High Schools had been paid € 40 million by County Councils and € 2 million by the Municipalities.

The federal grants in 1998 were € 275 million. The Council of Adult Education was subsidized by € 1.7 million, Study Associations by € 133 million and the Folk High Schools by € 141 million. The total financial support from state, county councils and communities is € 408 million.

In the last 6 years, public funding for adult education in Sweden has decreased by about 5-10%. The reason for this decline is that the costs for other public sectors have increased. However, from 1997 onwards, the government, within the special conditions mentioned above, has decided to finance 10,000 full time permanent study-places at Folk High Schools, amounting to a grant of € 43 million.

Recognition and Accountability

Within the limits prescribed by the Government and Parliament concerning grants, responsibility for allocating state grants, the administration, organization, follow-up and evaluation of activities are carried out by the *Swedish National Council of Adult Education* formed by the National Adult Federation of Educational Associations, the Folk High School professional organization and the Federation of County Councils. Each year the Swedish National Council of Adult Education submits a budget report to the Government which includes a review and evaluation of the year's activities.

The Council has to approve the organization of the folk high schools and the study association. Criteria for this approval are (1) the extent and directions of the activities and (2) the geographical spreading of the folk high schools.

In addition, the state itself is to be in charge of evaluation work which is entirely unconnected with the evaluation that the Council itself carries out. One aim of the former is to provide documentation for the Government's and Parliament's assessments of whether the government grant for *folkbildning* has been used in accordance with the prescribed purposes and conditions.

Supra-National Financial Support

NGO-provided adult education received multi-lateral support in the last 6 years by LEONARDO, SOCRATES, and by other funds (Employment and Social Funds).

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United Kingdom

Based on a text prepared by Mr Robert Parkinson, NIACE (National Organization for Adult Learning), Leicester

- Total population: 58.606,000 in mid-1995, of which
  - 48.903,000 live in England
  - 1.649,000 in Northern Ireland
  - 5.137,000 in Scotland and
  - 2.917,000 in Wales[1]
- Total population over 16 years on 1st January 1999: 46.009,979[2]
- GNP per capita: 19,600 US $ (rank 17)[3] (in 1997: 20,710 US $, rank 15[4])
- Percentage of the population having completed at least upper secondary education in the age group of 25 to 64 years in 1995: 76 %[5]
- Number of daily newspapers per 1,000 inhabitants: 332[6]
- Number of volumes in public libraries per 1,000 inhabitants in 1995: 2,232[7]

General Overview/Legislative Framework

The structure of adult learning in the UK (England, Wales, Scotland and Northern Ireland) is characterised by its decentralised nature. Responsibility for different services is shared between central government, local government, enterprises, voluntary bodies and educational institutions.

England and Wales

In England and Wales, adult learning is provided mainly via further education, higher education, community education and employment-oriented vocational training.

The Further and Higher Education Act 1992 set up *Further Education Funding Councils* (FEFCs) to secure further education facilities for people who want to continue learning after leaving school. Their role is to financially assist adequate facilities for full and part-time education, for which purpose they are provided with grants by the Secretary of State for Education and Employment.

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[1] Population figures for the United Kingdom are taken from the Eurydice-database, United Kingdom, 1.5. Demographic Indicators, and refer to mid-year estimates for 1995 based on the 1991 census of population; http://www.eurydice.org/Eurybase.

[2] Statistisches Bundesamt, Eurostat Data-Shop Berlin, 3rd May 1999.

[3] World Development Indicators 1998, The World Bank, page 14.

[4] World Development Report 1998/99, The World Bank, page 191.

[5] OECD Indicators 1997, page 39 (Table A2.2a).

[6] UNESCO Statistical Yearbook 1998, page I-8 and 7-50.

[7] World Education Report 1998, page 127.

The duties of the Further Education Funding Councils lead them to fund directly certificated provision in non-governmental organisations. They also have a duty to inspect the standards of quality and achievement in the further education sector.

In total, there are around 450 *Further Education Colleges* serving 4 million students each year, approximately 70% of whom are over 21. General further education and tertiary colleges offer a wide range of courses and levels of study.

The Further and Higher Education Act 1992 equally established *Higher Education Funding Councils* (HEFCs) in England and Wales to be responsible for distributing public money (granted by the Secretary of State for Education and Employment) for teaching and research to universities and colleges of higher education. Councils also play a role in ensuring accountability and promoting good practice across the sector.

The Higher Education sector in (all of) the UK comprises 136 *Universities* and 56 *Colleges of Higher Education*. It is a major provider of learning opportunities for adults dealing with approximately 1.5 million students each year. Overall, mature students (over 21 at entry) are now a majority, although they are distributed very unevenly, and the majority are part time. Two institutions recruit only mature students (Open University and Birkbeck College, London), and a few institutions recruit only traditional age students. UK Universities are autonomous institutions and while the majority of funding is from the public sector, they are "non-governmental". At one time, the majority of adults in higher education were enrolled on part-time courses within separate non-accredited "extra-mural" programmes. However, most part-time programmes now carry some form of accreditation.

The 1992 Act also charged *Local Education Authorities (LEAs)* - part of local government - to secure adequate provision of those kinds of further education which fall outside the FEFC's duty - this essentially refers to courses that do not normally lead to formal accreditation. Theoretically, local authorities secure non-formal learning, and the further education colleges more vocational courses or those which lead to qualifications and/or access to higher education.

Some LEAs organise the provision themselves, others contract it out to other bodies, mostly to Further Education Colleges but partly also to voluntary organizations. LEAs have the ability to make additional provision as they consider appropriate but central government retains the power to intervene if it considers an LEA to be discharging its duties unsatisfactorily.

Funding is provided to LEAs from central government, but local authorities set their own complementary budgets to meet local priorities. In reality there is much crossover at the local level; for example, local authorities can also access funding from the Further Education Funding Councils for vocational courses and basic skills.

Employment-oriented vocational training is an increasingly important part of adult learning in the UK. The Secretary of State for Education and Employment takes the lead in setting targets and priorities for training in the UK as a whole and also has particular responsibilities for vocational training in England, exercised by the *Employment Service* and the *Training and Enterprise Councils (TECs)*. In Wales, the responsibility for training rests with the Welsh Office, and TECs contract directly with the Secretary of State for Wales.

TECs make a significant contribution to policies on education, training, lifelong learning and enterprise at a local level and have a key role in delivering the programmes which support these policies. They have a remit to develop training strategies to meet local skill requirements and also to manage the delivery of training for unemployed adults and young people. In practice, their support to local community learning is not restricted to work-related learning - and in some places, for some particular themes (women's education, family learning, open and distance learning, NITs etc) their contribution is significant.

The Employment Service works with non-governmental and voluntary sector partners to develop new initiatives to meet the Government's agenda to help people move from welfare into work. The New Deal is an initiative which offers support to help unemployed people find and retain employment.

There are also a large number of autonomous, employer-led sector organisations (National Training Organisations[8]) which intend to express and represent the educational needs. They set occupational standards and levels of vocational qualifications.

Scotland

The Secretary of State for Scotland is responsible for the overall supervision and development of the education service in Scotland and for legislation affecting Scottish education, through the Education Department of the Scottish Office. The major providers of adult learning in Scotland are the local authorities, voluntary organisations, secondary schools, further and higher education institutions, and open and distance learning providers such as the Open University. In addition, two overarching enterprise bodies - the Scottish Enterprise, and Highlands and Islands Enterprise - have the responsibility for the provision of adult vocational education and training.

In Scotland, the 1980 Education (Scotland) Act provides the legislative basis for the provision of adult learning. This was amended under the Further and Higher Education (Scotland) Act 1992 and changed yet further following the 1995 reorganisation of local government.

Northern Ireland

The Department of Education for Northern Ireland has central responsibility for the administration and financing of adult learning in Northern Ireland. The Main providers of non-governmental adult learning are the universities, two teacher training colleges, three agricultural colleges and the five Education and Library Boards and voluntary bodies. The Workers Educational Association is the principal voluntary sector provider, and the Educational and Guidance Service for Adults co-ordinates an Adult Basic Education Referral Service. The Northern Ireland Council for Adult Education was established in 1993 to enhance personal and job skills among adults through greater participation in adult learning opportunities.

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[8] National Training Associations and TECs have been included in this chapter since they are, in a technical as well as (increasingly) practical sense, both non-governmental and non-profit. The slowly growing readiness of such bodies to expand their horizons from purely job-related training was deemed to justify their inclusion in the framework of this study.

There are proposals currently being developed for the creation of funding councils in both Scotland and Northern Ireland.

Amount of Public Financial Support

Non-governmental adult learning in the UK receives financial assistance from public bodies in several different ways.

The *Further Education Funding Councils* are required to support financially adequate facilities for the full and part-time education of people over the age of sixteen. The level of public funds directed toward this area of provision, mainly of a vocational character, has increased in recent years, and the 450 incorporated further education institutions currently receive around € 2.1 billion.

The *Higher Education Funding Council for England* is responsible for the distribution of approximately € 5.5 billion of public money since 1998/9, and the *Higher Education Funding Council for Wales* reaches approximately € 340 million.

Local Education Authorities are responsible for providing other forms of further education which fall outside of the remit of the FEFC. Funding is provided by national government but local authorities have their own budgets to meet local priorities. The level of central funding to local authorities for adult education has decreased over the last six years and now stands at approximately € 140 million shared between 150 local authorities. Authorities generate a further €129 million from other sources of funding such as the Further Education Funding Council and the Single Regeneration Budget - for disadvantaged areas. The government has also recently made available a further € 12.9 million on a 50/50 matched funding basis for local authorities to support Lifelong Learning Development Plans.

Voluntary organisations at local level may be contracted by the Local Education Authority or by the Training and Enterprise Councils to provide certain learning opportunities for adults; they also may obtain assistance from the European Social Fund or the UK's National Lottery.

The amount of public financial support to non-governmental organisations varies by agreement between the government and the organisation concerned. The *National Institute for Adult Continuing Education (NIACE)*, for example, receives 27% of its funding from the Department for Education and Employment. This figure has increased in recent years.

The *Adult and Community Learning Fund* operates in England only. There is nothing comparable in Wales, Scotland or Northern Ireland (another consequence of the decentralized system). It has a budget of € 7.6 million per year, presently for a four-year period, and is managed by NIACE and the Basic Skills Agency. Grants are made after a competitive bidding process and the maximum grant is € 46,000. There is no restriction on the sort of organization which can bid - colleges, universities and LEAs are eligible, although the focus is on voluntary and community bodies such as tenants' and residents's groups, environmental organizations, parent and child groups. The aim of the fund is to support new, locally-based initiatives to widen participation in learning. Schemes to promote social cohesion and economic regeneration are equally welcome.

Recognition and Accountability

Following the implementation of the Further and Higher Education Act 1992, the Inspectorate of the *Further Education Funding Council* for England is responsible for assessing the quality of education provision within its sector, and the Quality Assessment Division of the *Higher Education Funding Council* for England monitors the quality of higher education provision.

Local Education Authorities are subject to inspection by the Office for Standards in Education (OFSTED) - for adult education in LEA's - and the FEFC for further education. Voluntary bodies and other non-governmental organisations send annual reports to Government to allow monitoring of their programmes of work. NIACE and the Basic Skills Agency, receiving grants from the Department for Education and Employment, are subject to monitoring and evaluation by an overseeing officer.

Supra-National Financial Support

Over the last six years, non-governmental adult learning in the UK has received multilateral financial support from the LEONARDO and SOCRATES programmes and, prior to that, from the FORCE programme. It has also received support from the EU Single Regeneration Fund and the European Social Fund through the ADAPT programme.

References and Further Reading

ALICE (Adult Learning Information Centre Europe) Database of Adult Education, http://www.vsy.fi/alice/

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Department for Education and Employment, **The Learning Age: A Renaissance for a New Britain**, London, (Presented to Parliament by the Secretary of State of Education and Employment), 1998

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National Institue of Adult Continuing Education, **Study on the Financial Structures of Non-Governmental Adult Education in Europe: Questionnaire**, Leicester (April) 1998

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CHAPTER 4

Financial Support to Individuals

Introduction

In this chapter, the different means of financial support to individuals provided by the state or by employers for participation in organized adult learning in Europe will be addressed. Under each section, the respective type of support will be briefly described, and its implementation in the relevant countries will be illustrated. In conclusion, the Main trends regarding the financial support of individuals to participation in adult education in Europe will be indicated.

The sources of information used for this chapter were, firstly, the respective sections of the *country windows* published in chapter three[1], secondly, the replies of Member States to the UNESCO Questionnaire in preparation of the Fifth International Conference on Adult Education (CONFINTEA V) in 1997[2], thirdly, the replies of ministries and non-governmental organizations to the questionnaire specifically designed for this study on the financial structures of non-governmental adult education in Europe[3] and, fourthly, documents[4] including publications and other information from specific websites and databases provided in the Internet.

The issue of financial support to individuals for participating in adult learning is closely related to the proposal of "One hour a day for learning" contained in § 26 of the "Hamburg Declaration on Adult Learning", and in § 17 (e) of the "Agenda for the Future", both adopted at CONFINTEA V. The participants of the conference committed themselves to promote the culture of learning by

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[1] Quoted in the following as: CW (for *country window*) and country. As mentioned in Chapter 1, these sections have been separated from the final versions of the *country windows* as presented in Chapter 3.

[2] In the following abbreviated as *UNESCO CONFINTEA V Questionnaire*. The respective question was: II.10 Indicate aid or compensation given to adults to facilitate their education through (a) grants/bursaries, (b) compensatory allowances, (c) adjustment or reduction of working hours, (d) paid study leave, (e) child care facilities, (f) material provided free of charge and (g) tax allowances; Belgium and Luxemburg did not reply to this question, the Czech Republic answered that there would not be such means, and Finland, France, Germany, Greece, Norway and the Netherlands replied in detail.

[3] Quoted in the following as *UIE NGO Study Questionnaire*. The respective question was: V/ VII: Are there mechanisms/provisions granted by the state to support individuals' participation in adult education through (a) grants/bursaries, (b) compensatory allowances, © paid educational leave, (d) adjustment or reduction of working hours, (e) child care facilities, (f) material provided free of charge, (g) tax allowances and (h) others to be specified.

[4] See "References and Further Reading".

supporting the possibilities of individuals to dedicate one hour per day for learning. The proposal also constitutes a central element of the strategy proposed in the "Agenda for the Future" to ensure the right to learn throughout life for all. "One hour a day for learning", however, is a "leitmotiv" and was not developed at CONFINTEA V as an operational concept. The analysis of the different models and mechanisms for financial support to individuals for participation in organized adult learning done through this study is meant to contribute to the implementation of the general idea of "One hour a day for learning".

Models and Mechanisms for Individual Financial Support

There are many models and formulas for supporting the participation of individuals in organized adult learning. Historically, the most important one is paid educational leave. But over the last twenty-five years, new mechanisms have been adopted to either replace or complement the paid educational leave.

Paid Educational Leave

Definition:
According to the Convention and Recommendation concerning Paid Educational Leave adopted by the General Conference of the International Labour Organisation (ILO) in 1974[5], paid educational leave is defined as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements" (art.1 PELC, section I PELR).

Country-Specific Differences:
As of 1998, thirty countries had ratified the Convention[6]. Among them are the following European countries: Belgium, the Czech Republic, Finland, France, Germany, Hungary, the Netherlands, Spain, Sweden and the United Kingdom. There are country-specific differences in the implementation of the Convention. They concern the type of legal entitlement, educational goals, beneficiary groups, financial responsibility and range of financial support as well as the conditions for granting and for financial support of paid educational leave.

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[5] International Labour Conventions and Recommendations 1919 - 1991, p. 1049 ff; in the following, the Convention is abbreviated as PELC and the Recommendation as PELR.

[6] Listed at the homepage of the ILO at http://ilolex.ilo.ch:1567/scripts/ratifce.pl?C140. In § 49 (e) of the Agenda for the Future, the participants of CONFINTEA V commit themselves to improve the financing of adult education by promoting the ratification and application of the PELC.

Types of Legal Entitlement[7]

Several countries have national *legal provision* for educational leave, for example France[8], Germany[9], Sweden[10], Belgium[11], Luxembourg[12], Finland, Denmark and Portugal[13]. This legal provision can be either *general* or *specific*. While legislation for general education leave is limited to only a few countries, many have some specific legal provision for paid educational leave, which means that it is "limited to specific populations, groups or categories of employees"[14]

Furthermore, the different provisions on paid educational leave also differ in respect to their binding character: They can be either *conclusive*, thus giving an individual the legal entitlement or the beneficiary group a statutory right which can be claimed before court[15], or it can be only *discretionary*, meaning that there is no legal obligation to the granting of paid educational leave from the side of the employer (for example in the Czech Republic[16]).

In European countries where a national legal entitlement to paid educational leave does not exist, the matter is mostly left to employers and trade unions to be dealt with through *collective bargaining agreements*. This is, for example, the case in Spain[17] and in the United Kingdom[18]. However, these two general ways of implementing the right to paid educational leave do not exclude each other: In

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[7] As the means by which provision is made for the granting of paid educational leave, the PELC suggests in its article 5 "national laws and regulations, collective agreements, arbitration awards and such other means as may be consistent with national practice".

[8] Law of 16th July 1971, entitled " l'organisation de la formation professionnelle continu dans le cadre de l'éducation permanente" (the organization of continuing vocational training within the framework of adult education) which includes paid educational leave provisions (congé individuel de formation, CIF): Ministère de l'emploi et de la solidarité, *État des lieux - France*, p. 28/ 29 and Schütze, p. 303, 304.

[9] Against the background of education not being regulated by federal legislation, 11 of the 16 German Länder have passed so called "Laws on release" entitling employees to paid educational leave; the Länder Bavaria, Baden-Württemberg, Mecklenburg-Vorpommern, Saxony and Thuringia are still missing legislation; for details see http://www.bildungsurlaub.com; this database provides information about the legal bases of paid educational leave in the different German Länder and about specific questions such as educational purpose, duration, conditions for granting etc.

[10] Law of 1975: Sweden's reply to UNESCO CONFINTEA V Questionnaire (p. 1); CW Sweden.

[11] Act of 22nd January 1985: CW Belgium/Flanders; CW Belgium/Walloon Region; Ministère de la Communauté francaise, *État des lieux - Communauté francaise de Belgique*, p. 53.

[12] Act of Parliament of 4th October 1973 creating an "educational vacation": CW Luxemburg.

[13] Aventur/ Campo/ Möbus, *Les facteurs de développement de la formation continue*, Céreq Bref no. 150, p. 3.

[14] Schütze, 303, 304 and 307.

[15] For example in Germany.

[16] CW Czech Republic.

[17] CW Spain.

[18] CW United Kingdom; the same is true for the USA and Canada.

Germany, for example, besides the general legislation on paid educational leave, some 220 collective bargaining agreements have included the right to educational leave[19]. Collective bargaining agreements may also be a means to determine the details of educational leave legislation, for instance in that the right to educational leave is stipulated by law, whereas the question of remuneration is left to the bargaining process[20]. In France, however, the law of 1971 has incorporated agreements reached by their social partners and thus has made them generally applicable[21].

Some countries do not grant paid educational leave in general, neither through national legal regulations nor through collective bargaining agreements. In these countries, the subject is completely left to the individual decision of the respective company or employer *(individual contractual arrangement)*. This is, for example, the case in Ireland[22].

Educational Goals

Paid educational leave is only granted for educational goals that are laid down in the respective (legal, collective bargaining or individual contractual) regulations[23]. One can distinguish two general types of educational goals for the granting of paid educational leave: Participation in *vocational training* and participation in *general education*. The latter includes, for example, political, cultural, social, civic and scientific education.

The issue of literacy and of adult basic education as preconditions for vocational adult learning are becoming a new priority. The case of the 1998 French law on social exclusion[24] which refers for the first time to the literacy requirement is a good example of this new trend.

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[19] Figures from Schütze, 303, 308.

[20] Mentioned by Schütze, 303, 308, for the "150 hours" scheme in Italy.

[21] Aventur, *Parcours individuels de formation,* Le Monde of 30th March 1999, p. VII..

[22] CW Ireland; AONTAS (National Association of Adult Education): reply to UIE NGO Study Questionnaire; this is also true for Switzerland: Gfrörer, *Bildungsurlaub in Deutschland und der Schweiz (educational leave in Germany and Switzerland)*, Éducation permanente 1998/ 2, p. 38.

[23] The PELC recommends in its article 2 the granting of paid educational leave for the purpose of (a) training at any level, (b) general, social and civic education and (c) trade union education.

[24] "Loi du 29 juillet 1998 d' orientation relative à la lutte contre l' illetrisme"; this law provides a tripling of the credits given by the state for the fight against illiteracy: Ministère de l'emploi et de la solidarité, *État des lieux - France*, p. 37.

The right to educational leave in countries with general legal provision mostly covers vocational as well as general education. This is, for example, true for France[25], Sweden[26] and Germany[27]. In Belgium, however, through an amendment in 1993 of the Act of 22nd January 1985, the formerly unrestricted right to paid educational leave was limited to educational purposes related to the educational role of employers[28].

Beneficiary Groups

The paid educational leave legislation and collective agreements stipulate that certain target groups are entitled to the granting of paid educational leave. Because of the great variety, only trends can be indicated in this regard.

The data suggest a gender difference in the financing of work-related adult and continuing education, whereby men are benefiting more from employer's support and leave paid by employers than women.[29] Furthermore, the data show a trend privileging people in higher positions in the work-place hierarchy as well as employees working in the transportation, finance and other services sector. Notable exceptions are Sweden and the Netherlands where the participation of employees in the manufacturing sectors is almost as high as in the services sector.[30]

One can also note in some countries a general distinction made between the public and the private sector as beneficiary group of paid educational leave. For example in Greece, only employees in the public sector, for example civil servants and teachers, are eligible for paid educational leave[31], whereas in Belgium the Act of 22nd January 1985 only benefits the private sector[32].

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[25] The French law of 1971 defines the purpose of training leave as "to acquire a wider cultural and social outlook"; according to Houtkoop, *Europe, Western and Southern*, p. 786, 787, it may be used for professional as well as general educational purposes.

[26] Swedens' reply to UNESCO CONFINTEA V Questionnaire (p. 1); CW Sweden.

[27] In ten German Länder, the laws of release define "political" and "professional" education as purposes of paid educational leave; some additionally name "general", "cultural" and "scientific" education as well as the qualification for "honorary posts"; only the law of release of Sachsen-Anhalt has no definition of educational purpose; see http://www.bildungsurlaub.com/laender.html. Some laws, however, favour participation in vocational training (Rhineland-Palatinate, Saarland and Berlin): see Wagner, *Teilnahme am Bildungsurlaub* (participation in paid educational leave), Hess. Bl. f. Volksbdg. 1996, p. 8.

[28] CW Belgium/Walloon Region; Ministère de la Communauté francaise, *État des lieux - Communauté francaise de Belgique*, p. 53.

[29] Leuven, *Gender differences in work-related training*, in: New patterns of Adult Learning, chapter 8, p.197.

[30] Doray/Arrowsmith, *Patterns of participation in Adult Education: Cross-national comparisons*, in: New patterns of Adult Learning, chapter 3, p. 58/ 59.

[31] CW Greece; Ministry of National Education and Religion, General Secretariat of Adult Education: reply to UIE NGO Study Questionnaire.

[32] CW Belgium/Flanders.

Financial Responsibility and Range of Financial Support

According to the PELC, the notion of *paid* educational leave includes "adequate financial entitlements". The implementation of this feature is, of course, different in every country[33].

In general, the respective legal, collective bargaining or individual contractual regulations determine if the employee's salary or wage is maintained for the duration of the granted educational leave either *completely* (for example through legal provision in Germany[34] and through collective bargaining agreement in Spain[35]; in Belgium the payment of the regular salary is limited to an amount that is adjusted annually by the Ministry of Employment and Work, being € 1,660 per month on 1st September 1997[36]), or at least *partially*. In some countries, however, the right to educational leave does not automatically include the right to remuneration (for example in Sweden and Portugal[37]). In the case of fully paid educational leave, the costs may be beared either by the employer or by the state, or they may be shared by both of them.

In the situation of partially paid educational leave, the financial responsibility is shared between the employer, the state and the employee, who will get only a part of his/her full-time wage or salary. In France, the employer is legally obliged to contribute to the financing of continuing education.[38] The French law of 1971 determines that the employer has to spend 1.5 % (firms with more than ten employees) or 0.5 % (firms with less than ten employees) of the pay roll on further vocational training. 20 % of this sum is devoted to the financing of paid educational leave under legislation (congé individuel de formation).[39] This money is managed in a fund equally sponsored by state grants. For the "congé individual de formation", the fund is administered by an organisation called Opacif[40]. The amount of money the individual employee receives during the education programme as well as his/her rights to social benefits depend on her/his professional status (the type of contract) and the recognition of the importance of the foreseen diploma:

If the employee has an unlimited contract (contrat à durée indéterminée, CDI), he/she has the status of an "employee in educational leave" (salarié en congé de formation), allowing her/him to keep the rights deriving from the (suspended) contract. Depending on the recognition of the importance of the

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[33] In this regard, the PELC and the PELR only state that "the financing of arrangements for paid educational leave shall be on a regular and adequate basis and in accordance with national practice" (art. 7 PELC and section IV PELR).

[34] CW Germany; Rohlmann, p. 26.

[35] CW Spain.

[36] CW Belgium/Walloon Region; CW Belgium/Flanders.

[37] Aventur/Campo/Möbus, *Les facteurs de développement de la formation continue*, Céreq Bref no. 150, p. 3; for Sweden also Schütze, 303, 307 and Carlsen, CW Sweden.

[38] Aventur, *Les parcours individuels de formation*, Le Monde of 30th March 1999, p. VII.

[39] As of 1993, Schütze, 303, 304.

[40] "Organisme paritaire de financement du congé individuel de formation"; Ministère de l'emploi et de la solidarité, *État des lieux - France*, p. 29; *"Trois formules pour faire financer sa formation"*, Le Monde-Guide of 1st July 1998, p. XI: in the department of Ile-de-France (central Paris), employees get 95 % of their salary/wages from the Opacif during their educational leave.

foreseen diploma by the Opacif, the remuneration during educational leave will be between 80 and 90 % of the regular income. Employees having a limited contract (contrat à durée déterminé, CDD) and benefiting of paid educational leave have the status of a "trainee of professional education" (stagiaire de la formation professionnelle) entitling them to social security benefits as well as to a remuneration of 80 to 90 % of the average income of the last four months.[41] The exact shares of the financial burden between the state and the employers may additionally depend on the size of the company and the content and type of course.[42]

In those countries where the right to paid educational leave is not linked to remuneration, financial assistance is provided through other schemes such as adult bursaries. This is the case in Sweden where public labour market training grants, study assistance and adult study assistance are available for those making use of their right to educational leave[43] (see section 3).

Conditions for Granting Leave and Fixing Financial Support

In general, educational leave is only granted and financially supported if certain conditions for eligibility are met, fixed in the respective legal, collective bargaining or individual contractual provision. The granting and financial support of paid educational leave may depend on the following criteria[44]:

- *a certain content of a course*: Often, a course has to have a certain content, mostly related to the respective beneficiary group (for example courses in the area of administration and information technologies for civil servants in Luxembourg[45]).

- *the official accreditation of a course*: Another requirement may be the official accreditation of a course (for example only officially approved adult courses in Luxembourg[46], the accreditation of the training programme in France[47]).

- *a certain period of former employment*: For example in France, an employee must have worked for at least 24 months and at least 12 of them with his/her present company before he/she is

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41 *"Conserver sa rémunération et son statut"*, in: Le Monde-Guide of 1st July 1998, p. XII.

42 Schütze, 303, 305 for France.

43 Schütze, 303, 307; CW Sweden.

44 The PELC allows in its article 10 that the conditions for eligibility for paid educational leave may vary according to the different purposes of paid educational leave as they are mentioned also in article 2; the PELR is setting up further limitations as well as minimum standards in its section V, 16-19.

45 CW Luxemburg.

46 CW Luxemburg.

47 Schütze, 303, 305.

eligible for individual training leave[48]. In Sweden, an employee is only entitled to a leave of absence if she/he has been working for the same employer for the past 6 months.[49]

- *a certain professional status*: Paid educational leave may be limited to full-time employees only, for instance in Belgium.[50]

- *the providing institution*: In Spain, for example, employees in the public administration may take courses not only organized by the administration itself, but also by other administrations or private agencies. In this case, they have to request permission and - if granted - they have access to differing forms of aid through publicly announced grants whose form and amount depend on the nature of the course.[51]

- *the duration of a course*: Furthermore, the duration of a course is an important criteria for the granting and scope of financial support of paid educational leave. In the German Länder which have passed the respective legislation, employees have the right to paid educational leave for 5 working days a year as a rule or cumulatively for 10 working days for two consecutive years in some Länder[52].

According to the legal provisions in Belgium, "for courses followed from 1995 onwards, there are 120 hours for vocational courses, 80 hours for general education and for a combination of both 120 hours; exceptions are provided for a total of 180 hours for vocational courses and 120 hours for general training"[53]. In Luxembourg, the "educational vacation" currently cannot exceed 60 days for a whole professional life and no more than 20 days for a period of two years", but there is a proposal under discussion at the Ministry of Civil Services, due to which civil servants shall be entitled to use 40 hours or 5 days per year for educational purposes.[54] The length of educational leave in France "must not exceed one year in case of continuous full-time training or 1,200 hours if the training consists of periodic or part-time courses"[55].

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[48] Groupe Permanente de Lutte contre l'Illetrisme: reply to UIE NGO Study Questionnaire.

[49] Swedens' reply to UNESCO CONFINTEA V Questionnaire (p. 1); CW Sweden.

[50] CW Belgium/Walloon Region; this prerequisite may lead to the discrimination of women working more often half-time than men: see Ministère de la Communauté francaise, *État des lieux - Communauté francaise de Belgique*, p. 53.

[51] CW Spain.

[52] CW Germany.

[53] CW Belgium/Flanders.

[54] CW Luxemburg.

[55] Schütze, 303, 305.

In Sweden, on the contrary, the respective law does not fix a maximum length of leave; the duration of the leave depends on the length of the course or programme chosen.[56] But then, financial support is not guaranteed. The participants should use the other different financing programmes available[57].

- *the right of the employer to refuse a request for paid educational leave*: There are also possibilities for the employer to discharge him-/herself from his/her obligation to the granting and financial support of educational leave. For example in France, the employer is entitled to refuse a request for educational leave if more than two percent of his/her personnel would be on training leave at any time or if he/she claims, with the agreement of the enterprise council, that the absence of an employee will endanger the efficient running of the firm[58]. In some German Länder, the laws of release name "urgent interests of the enterprise" as reason for the employer to refuse a request for paid educational leave.[59]

Importance and Participation Rate

Despite the entitlement to paid educational leave in most of the European countries, the importance of paid educational leave, expressed in its participation rate, is, as a rule, relatively low. In Germany, 1 - 3 % of the approx. 32 million employed people use their right to paid educational leave[60], the majority of them working for public authorities or large enterprises; employees in medium-sized and smaller enterprises make less use of their entitlement[61]. More differentiated data are provided by Wagner: an exploratory study came to the conclusion that the participation rates in Germany over a decade widely differ from one German Land to another, reaching from 0.8 % in North Rhine-Westphalia to 5 % in Bremen and 3 % in Hamburg. In the other German Länder it is between 1 and 2 %.[62] Assuming that the users of paid educational leave change every year, such a low participation rate will nevertheless imply a coverage of 10 % of the labour force over a period of 20 years.

In France, almost 0.5 % of employees of firms with at least 10 employed workers make use *yearly* of their legal right to paid educational leave.[63] This rather low participation rate may, however, derive from the fact that adult education in France is mainly focussed on educational activities provided through the "education plan" and the "education budget" rooted in the individual's professional environment[64] (see section 2).

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[56] Sweden's reply to UNESCO CONFINTEA V Questionnaire (p. 1).

[57] Schütze, 303, 307; CW Sweden.

[58] Groupe Permanente de Lutte contre l'Illetrisme: reply to UIE NGO Study Questionnaire.

[59] For example the law of release of Hamburg.

[60] CW Germany.

[61] Rohlmann, p. 26.

[62] Wagner, *Teilnahme am Bildungsurlaub*, Hess. Bl. f. Volksbdg. 1996, p. 7.

[63] Aventur/Campo/Möbus, *Les facteurs de développement*, Bref no. 150, p. 3.

[64] This presumption corresponds to the analysis of Aventur showing that continuing education in France is strongly rooted in enterprise-related activities: Aventur, *Parcours individuels de formation*, Le Monde of 30th March 1999, p. VIII.

As to the explanation for these relatively low participation rates, the following reasons are mentioned:

- the continuing resistance on the part of the employers,
- the resultant fears of employees that taking educational leave in times of economic crisis and increasing competition on the labour market could be disadvantageous for their career[65],
- the fact that in many countries the right to leave is not directly related to the right to remuneration, and
- complicated regulations and procedures for the granting and financial support of paid educational leave[66].

All these limits and ambiguities in the use of paid educational leave have led to the development of different or complementary measures.

Employer-Provided Adult Education and Training

Besides the provision of paid educational leave through legislation, collective agreements and individual arrangements, there is a variety of educational activities provided, organized and financed by employers.[67] As a trend, the *training within industry (TWI)* aims primarily at the acquisition of professional/vocational qualifications of the employees. However, literacy and formal general education are increasingly included as prevocational programme (see 1.2.2.).

In France, there are two types of financial models for employer-provided continuing education within the private sector: *Firstly*, a "training plan" (plan de formation), established in and by many of the big enterprises in France and formerly presented to the "comité d'entreprise", gives every employee the possibility to participate in work-related training programmes as they have been fixed in the education plan. The training takes place during work-time and the employee is fully remunerated for the duration of the programme.[68]

For employees participating in educational activities on the basis of this "education plan", there are two possible ways of financing: If the education has been proposed by the employer, the employer generally pays 100 % of the income.[69] Additionally, if the employee obtains a diploma included in the "education plan", he/she has the status of an "employee in professional mission" (salarié en mission professionnelle), entitling him/her not only to the full maintenance of the income and social

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[65] CW Germany.

[66] Referring to the situation in France: Schütze, 303, 305.

[67] In Germany, private economy is the most important source of funds for adult education in quantitative matters. The expenditure on adult education by private economy amounted to about € 18 billion in 1992, including course fees and salaries/wages for staff engaged in continuing education in companies as well as remuneration of employees during educational leave: Nuissl, *Adult Education in Germany*, p. 22/ 23.

[68] Ministère de l'emploi et de la solidarité, *État des lieux - France*, p. 37; *"Trois formules pour faire financer sa formation"*, in: Le Monde-Guide of 1st July 1998, p. XI.

[69] *"Trois formules pour faire financer sa formation"* in: Le Monde-Guide of 1st July 1998, p. XI.

benefits, but also to the payment of all the costs (like transport, accommodation etc.) deriving from the participation in the education programme through the employer.[70]

If the employee him-/herself made the proposal for his/her participation in educational activities on the basis of the "education plan", the employer can ask him/her to request for the "capital for educational periods" (capital de temps-formation). Under this scheme, the employer pays 50% of the costs, whereas the rest is paid by an organism called OPCA.[71]

Secondly, in some enterprises, there is a fixed "education budget" (budget formation), put at the disposal of certain sections of the enterprise. The management of these subsections of the enterprise can let the employees benefit from the money for educational activities. In this case, however, the full costs are rarely paid. Often, the employees should carry 50 % of the costs.[72]

Special Grants, Bursaries, Scholarships, Allowances and Loans for Adults

An important mechanism to support individuals participating in adult learning is increasingly the provision of grants, bursaries, scholarships, allowances and loans for adults by the state.

For example, the United Kingdom is supporting individual education through such a system. Until 1999, it provided namely *grants and bursaries* on a means-tested basis for participation in higher education, *access funds* helping students to return to learning in further and higher education by meeting the costs of accommodation, childcare, transport, books and equipment, *discretionary awards* for participation in adult, further and higher education courses and for some vocational qualifications granted by local education authorities (LEAs) and so called *Career Development Loans (CDLs)* helping individuals to finance a recognized vocational education or training course through a deferred repayment bank loan or the payment of the interest for the duration of the course.[73]

Following the proposals of the Secretary of State for Education and Employment of England made in the Green Paper "The Learning Age" in February 1998, the British Government intends to extend student loans to people in their early 50s wishing to undertake a course of higher education, to change the terms in the current loans scheme in that smaller monthly repayments over a longer period are requested, to increase the size of access funds in further education and to distribute them differently, as well as to provide for higher education a € 55 million access package benefiting part-time students and those facing particular hardship, to modify the current system for discretionary awards provided by local education authorities in order to find a more effective way of distributing the financial means especially to those adult learners who are most in need, and to change the terms

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[70] *"Conserver sa rémunération et son statut"* in: Le Monde-Guide of 1st July 1998, p. XII.

[71] Organisme paritaire collecteur agrée; this programme is available in only about 50 professional branches: *"Trois formules pour faire financer sa formation"* in: Le Monde-Guide of 1st July 1998, p. XI.

[72] *"Trois formules pour faire financer sa formation"* in: Le Monde-Guide of 1st July 1998, p. XI.

[73] CW United Kingdom; Department for Education and Employment (DfEE): reply to UIE NGO Study Questionnaire.

for the repayment of CDLs so as to give unemployed people or people in receipt of in-work benefits a "longer interest holiday" after their period of learning.[74]

In Spain, scholarships exist which cover travel expenses or course fees, never surpassing € 600, and others, which cover the costs for oversea studies which are up to € 2,4000 per year, as well as compensatory scholarships for attending educational programmes in the form of "access, attendance or full-salary scholarships" which stem from a programme for social integration[75].

In Sweden, grants and loans are also a means for financing educational leave periods on the basis of the law of 1975 (see 1.2.5.). There are three different schemes: Firstly, public labour market grants for those undergoing labour market training, i.e. unemployed persons or those threatened by unemployment. Secondly, study assistance which is a mixed system of grants and loans for upper-secondary and post-secondary students of at least 20 years or older (70 % of this support is repayable). Thirdly, adult study assistance which consists of several subschemes of financial assistance for undereducated adults who wish to pursue full-time or part-time education in order to obtain formal education.[76]

Adult bursaries are also provided in the Netherlands[77], Norway[78], Ireland[79], Denmark[80] and Hungary[81], whereas in France[82] and Greece[83], such means are not supplied.

Although policies in this field are very diversified, one can identify the following general trends: Firstly, grants and loans already offered to young people are also increasingly opened to adults.[84] However, in Germany, the access to study loans is, as a rule, still limited to people who are not older than 30 years.[85]

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[74] DfEE, "The Learning Age", p. 30, 2.22 - 2.26.

[75] CW Spain.

[76] CW Sweden.

[77] The Netherlands' reply to UNESCO CONFINTEA V Questionnaire.

[78] Norway's reply to UNESCO CONFINTEA V Questionnaire.

[79] AONTAS (National Association of Adult Education): reply to UIE NGO Study Questionnaire.

[80] The Danish National Commission for UNESCO: reply to UIE NGO Study Questionnaire.

[81] Ministry for Culture and Education: reply to UIE NGO Study Questionnaire.

[82] France's reply to UNESCO CONFINTEA V Questionnaire.

[83] Greece's reply to UNESCO CONFINTEA V Questionnaire.

[84] An age-neutral policy in this regard was already claimed by Kurland in 1977 in his essay on *Lifelong Learning Entitlements*, in: Entitlement Studies, NIE Papers in Education and Work no. 4, p. 52 - 56.

[85] Article 10 Federal Training Assistance Act (Bundesausbildungsförderungsgesetz).

The idea of suppressing the age clause in the access to study loans will, as mentioned earlier, probably be put into practice by the United Kingdom due to the proposals made by the Secretary of State for Education and Employment in "The Learning Age".[86]

This policy also corresponds to the proposals made at CONFINTEA V in the Agenda for the Future, § 19. More importantly, following precisely the CONFINTEA V, the delegates at the World Conference on Higher Education in October 1998 have adopted a policy statement saying that "education shall be accessible to all on the basis of merit. No discrimination can be accepted [...] on grounds of [...] age."[87]

Secondly, special grants etc. for adults (adult bursaries) are created. One outstanding example for this policy is the Adult Education Initiative (AEI) in Sweden, a special five-year programme of adult education that was passed by the Swedish Parliament in 1996 and that is carried out since July 1, 1997. This programme was introduced in the first place in order to promote adults lacking or having only partial upper secondary school education as a means of compensatory education. They can obtain special adult study grants for a duration of up to 20 months. The programme is open to unemployed individuals aged 25-55 qualifying for unemployment benefits as well as to employees, given that they have five year's work experience and that the employer replaces the individual by an unemployed person (correlating to the job rotation scheme that is explained below). The level of study grants corresponds to the unemployment benefits. For studies lasting longer than 20 months as well as for other adults participating in the programme, also regular adult study assistance[88] is available on less generous terms. Another part of the AEI consists of grants for special study places at the folk high schools and for pilot projects of advanced vocational training for adults at post secondary level, altogether some 110,000 study places per year.[89] The folk high schools are entitled to 10 % of the total 110,000 study places allocated every year.

Also in Finland, there is, besides the regular student financial aid which is available to all students, a special aid offered to adult students comprising a non-repayable grant and a housing benefit plus a repayable study loan. Besides this state aid, adult students have also gained education benefits through collective wage bargaining: adults who are gainfully employed may apply for vocational training grants, and adults who have been laid off for economic or production reasons may apply for a special redundancy payment for adult education, the expenses of these non-repayable grants being covered by the employer.[90]

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[86] DfEE, *The Learning Age*, p. 30, 2.22; however, income-contingent loans shall not be made available to people who do not plan to re-enter the labour market following their studies and so would not be in a position to repay.

[87] UNESCO World Conference on Higher Education, *Framework for Priority Action for Change and Development of Higher Education*, Paris, 5 - 9 October 1998.

[88] See Sweden's reply to UNESCO CONFINTEA V Questionnaire.

[89] Sohlmann, *The Adult Education Initiative in Sweden*, Nordic Adult Learning 1/1998, p. 22/23; the AIE is also described by Ulla-Stina Ryking, Utbildningssdepartementet, in an annex to Swedens' reply to the UNESCO CONFINTEA V Questionnaire under the title "Measures to improve Adult Education; 7.1 A five-year programme".

[90] Finland's reply to UNESCO CONFINTEA V Questionnaire; CW Finland.

Thirdly, special adult bursaries are provided through the opening of the Unemployment Insurance Fund ("active labour market policy"). For instance in Germany, under the Employment Promotion Act, unemployed workers and employees who are in danger of losing their job or who have low vocational qualifications are, if further conditions are fulfilled, eligible for grants enabling them to participate in continuing vocational training. The financial support consists of the payment of the costs of the adult education course and of a subsistence allowance amounting to 67 % or 60 % of the previous standardized net earnings. Fixed monthly subsistence allowance for participants in full-time courses is equally provided under the Upgrading Training Assistance Act.[91]

Tax Exemptions

In general, tax reliefs and exemptions are more often granted for formal and credit related adult education programmes.

In the United Kingdom, individuals who pay for their own vocational training may claim for tax reliefs under the Vocational Training Relief scheme; for employers and self-employed people, the costs of training may be allowable as a business expense.[92] In Ireland, adults who pay tuition fees to private third level colleges in Ireland for full-time undergraduate courses may avail themselves of tax relief on the basis of the 1995 Finance Act; the 1996 Finance Act extended the tax relief to tuition fees paid to part-time undergraduate courses in publicly funded third level institutions and in private colleges in Ireland.[93] In the Netherlands, firms, but also individuals, can claim tax reductions due to their expenses for participation in adult education. However, tax reductions are limited to work related training in the Netherlands.[94] Under the German tax legislation, tax credits are offered for expenses for continuing vocational education and training.[95]

A growing issue is the extension of tax exemptions to non-formal and/or non-vocational adult education. Often agreed for continuing education of liberal professions (for example medical doctors), tax concessions are usually refused for non-credit continuing education in the lower level of the occupational hierarchy.

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[91] Germany's reply to UNESCO CONFINTEA V Questionnaire.

[92] CW United Kingdom; for the subject of tax concessions in the United Kingdom see also Kendall and Knapp, *The voluntary sector in the UK*, p. 10.

[93] CW Ireland.

[94] CW Netherlands; without giving details, the existence of tax concessions was confirmed also by the Dutch government in its reply to the UNESCO CONFINTEA V Questionnaire.

[95] Germany's reply to UNESCO CONFINTEA V Questionnaire.

According to the sources of this study, there are tax exemptions also in Hungary[96] and Ireland[97], but none in Greece[98], Norway[99], Spain[100] and France[101].

Adjustment or Reduction of Working Hours

Another way of supporting financially the participation of individuals in adult education is the reduction of working hours. This constitutes an excellent example of implementing the "leitmotiv" of "One hour a day for learning", included in § 26 of the Hamburg Declaration on Adult Learning passed by the CONFINTEA V (see introduction).

The most usual model for reducing working hours is the "time-sharing device": an employee receives, for example, one hour of his working time for participation in adult education, but has to contribute the same period from his/her free time. An interesting proposal in this regard was made in the region of Toscana: The idea is not to reduce from 40 hours to 35 hours the regular weekly paid working time, but to make, within it, 5 hours per week available for training while maintaining the salary or wages.

According to the *country windows*, the reduction and adjustment of working hours is a model also applied in the Czech Republic (according to the Work Statute Book left to the discretion of the employer)[102], in Hungary (for participation in formal education, fixed in the Code of Labour

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[96] Ministry for Culture and Education: reply to UIE NGO Study Questionnaire.

[97] AONTAS (National Association of Adult Education): reply to UIE NGO Study Questionnaire.

[98] Greece's reply to UNESCO CONFINTEA V Questionnaire.

[99] Norway's reply to UNESCO CONFINTEA V Questionnaire.

[100] Spain's reply to UNESCO CONFINTEA V Questionnaire.

[101] France's reply to UNESCO CONFINTEA V Questionnaire

[102] CW Czech Republic; but answered in the negative by the Czech government in the Czech Republic's reply to the UNESCO CONFINTEA V Questionnaire.

Legislation)[103] , in Germany[104], in Spain[105], in Denmark[106], in Sweden[107], in Greece[108], in France[109] and in the Netherlands[110].

New Approaches

In most European countries, new models for financing individual learning are discussed. The debate focusses especially on the improvement of conditions for participation in organized adult and continuing education, and, because of so-called "scarce financial means" in all sectors, on the question of how to optimize its financing. These models are designed to supplement or replace at least partially the existing forms of financing adult education. The first model under discussion, the job rotation concept, has already proved to be efficient in practice, whereas evaluation on the effectiveness of educational vouchers is scarce in Europe. Individual learning accounts, however, are already in a testing phase in the United Kingdom and their nation-wide introduction has been announced for the year 2000.

The Concept of Job Rotation

Job rotation means to give employees the possibility of taking educational leave for undergoing further training and education, meanwhile an unemployed person takes over the vacant position as temporary substitute.

Since the beginning of the 1990s, this model has been successfully implemented in Denmark, and in 1993, a group of partners started cooperating on job rotation as a FORCE-funded project.[111]

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[103] CW Hungary.

[104] Germany's reply to UNESCO CONFINTEA V Questionnaire.

[105] Spain's reply to UNESCO CONFINTEA V Questionnaire; Ministry for Education and Culture: reply to UIE NGO Study Questionnaire.

[106] The Danish National Commission for UNESCO: reply to UIE NGO Study Questionnaire.

[107] Ministry of Education and Science: reply to UIE NGO Study Questionnaire.

[108] Ministry of National Education and Religion, General Secretariat of Adult Education: reply to UIE NGO Study Questionnaire.

[109] France' reply to UNESCO CONFINTEA V Questionnaire.

[110] The Netherlands' reply to UNESCO CONFINTEA V Questionnaire.

[111] On the basis of these experiences a report was made which has been revised and published by the secretariat of the Transeuropean network "EU-Jobrotation" as a result of preliminary discussions between partners in France, Scotland, Sweden and Denmark. Under the title *9 Recommendations*, it gives interested organizations, companies and programme managers recommendations on establishing and implementing job rotation presented in nine

On the 1st of October 1995, the partnership consisted of 30 partners representing 14 countries (among them all the Western and Southern European countries being subject to this study)[112] having agreed to develop a common European job rotation model. The EU-Jobrotation secretariat which is coordinating the intentions and initiatives in the different countries estimated that the network would involve 5,000 public and private enterprises and 100,000 students in job rotation in 1996 - 1998.[113]

In more detail, the foreseen job rotation process consists of the following three phases[114]: The job rotation project begins with the planning stage. In this first phase, the project plan and a timescale have to be drawn up, the training needs have to be clarified precisely to both employees and temporary replacements, job profiles have to be compiled for the latter and employers and temporary substitutes have to be provided with the necessary information regarding the conditions associated with their training or appointment including prospects for subsequent employment. For this preparatory work a steering group should be appointed selecting a project coordinator who manages the practical implementation of the project.

The second phase, the implementation phase, constitutes the core of the job rotation project: It comprises, firstly, the recruitment and training of unemployed people and their introduction to the workplace or business and to the concrete work functions they are to perform. It should be planned in cooperation between the Employment Service, the enterprise, unemployment funds and the training institutions which are to manage the up skilling programme of the unemployed participants. This programme has to be determined according to the requirements of the work position to be occupied and to the prior expertise of the temporary substitute.

Secondly, in this phase, employees leave temporarily their job for further training. The employer should guarantee the individual the right to return to his/her own work and to make sure that he/she can use the newly acquired competency.

The final phase, the concluding stage, is meant for the evaluation of the project and for knowledge-gathering.

The concept of job rotation has various advantages for the parties involved[115]:

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concrete steps, from the overall objectives of the company in question to the transfer of the education and training to the daily work in the company: EU-Jobrotation Secretariat, *9 Recommendations*, Silkeborg, Denmark 1996.

[112] Information provided by the EU-Jobrotation Secretariat on its homepage at http://www.eujob.dk/partners.html.

[113] EU-Jobrotation Secretariat, http://www.eujob.dk/presentation.html; these figures are based on the Danish partners' contributions in Denmark after three years of active project-making transferred to a Transeuropean scale.

[114] The following presentation refers to the proposals for an ideal model for job rotation contained in the Danish publication *Jobrotation: en introduktion* (English version). This publication illustrates the concept of job rotation itself, including the techniques and possible variations that exist for the preparation and implementation of a job rotation project, describes the Danish experience with the use of job rotation as an instrument of labour market policy and contains descriptions of concrete job rotation projects: Arbeijdsmarkedsstyrelsen, *Jobrotation: en introduktion*, Copenhagen 1997.

[115] See Arbejdsmarkedsstyrelsen, *Jobrotation: en introduktion*, p. 64.

- enterprises can improve their level of competitiveness by having well-trained employees. The training of employees can be undertaken without interruption of production. Furthermore, the enterprise acquires knowledge about potential new employees and thus recruitment becomes easier when job openings arise as a result of production expansion, personnel turnover, holidays and peak periods;
- employees are up skilled through general and/or specialised training and thus get the possibility to develop their professional and/or general competence;
- unemployed people receive training and improve their chance of establishing a more permanent link with the labour market.

Although the job rotation scheme in itself does not create long-term jobs for the unemployed substitutes[116], it is estimated in Denmark that between 65 and 75 % of temporary employees obtain permanent employment after projects have been completed.[117] The job rotation concept is presented by the EU-Jobrotation Secretariat as an answer to the two major problems in the labour markets of the European countries, i.e. the permanent long term unemployment and the lack of qualifications/competences in parts of the unemployed workforce[118].

Educational Vouchers

The concept of educational vouchers for adult learning[119] itself is actually not new, for some forms of it have already been discussed by Kurland[120] and Levin[121] in 1977. In the 1980s, Levin referred to this work[122], and Timmermann took up these ideas in his article about "Financing Lifelong Education"[123] within the International Encyclopedia of Adult Education and Training in 1996. A respective proposal with another theoretical background was made by Jacques Delors as chairman of the International Commission on Education for the Twenty-first Century. His idea was supported

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[116] EU-Jobrotation Secretariat, *9 Recommendations*, p. 8.

[117] Arbejdsmarkedsstyrelsen: *Jobrotation: en introduktion,* p. 64.

[118] EU-Jobrotation Secretariat, *9 Recommendations*, p. 5.

[119] The introduction of educational vouchers as a means for financing (also) initial formal education, is more often discussed, see for example: Eckhard Behrens, *Der Bildungsgutschein - Von der Idee zur Praxis*, in: Erziehungskunst 58 (1994) 4, p. 303 - 313 and Edwin G. West, *Education vouchers in principle and practice: A survey*, in: The World Bank Research Observer 12, no. 1 (February 1997).

[120] Kurland, *Lifelong Learning Entitlements*, in: Entitlement Studies, NIE Papers in Education and Work no. 4, p. 52 ff.

[121] Levin, *Post-Secondary Entitlements: An Exploration*, in: Entitlement Studies, NIE Papers in Education and Work no. 4, p.1 ff.

[122] Levin, *Individual Entitlements*, in: Financing Recurrent Education, p. 39 ff and *Die Finanzierung periodischer Weiterbildung durch Bildungsgutscheine*, in: Kosten und Finanzierung der beruflichen und nichtberuflichen Weiterbildung, p. 83 ff.

[123] Timmermann, *Financing Lifelong Learning*, in: International Encyclopedia of Adult Education and Training, p. 300 ff.

by the Commission and published in its 1996 report to UNESCO, "Learning: The Treasure Within", as a possible complementary measure:[124]

> *"As learning throughout life gradually becomes a reality, all young persons could be allocated a study-time entitlement at the start of their education, entitling them to a certain number of years of education. Their entitlement would be credited to an account at an institution that would manage a "capital" of time available for each individual, together with the appropriate funds. Everyone could use their capital, on the basis of their previous educational experience, as they see fit. Some of the capital could be set aside to enable people to receive continuing education during their adult lives. Each person could increase his or her capital through deposits at the "bank" under a kind of educational saving scheme."*[125]

The concept of educational vouchers for financing adult learning means to directly support individuals after initial education through the provision of financial entitlements which can be used for attending organized adult education programmes that meet the requirements set out in the voucher policy. In principle, these vouchers can be used for all kinds of adult learning programmes, like university education, on-the-job-training, vocational and general education, including all forms which are satisfying the eligibility criteria.

Experience with a system of individual financial entitlements has been made in the United States under the so called GI Bill. Since 1944 (to 1979), under this law, more than 14 million military veterans enrolled in accredited education and training programmes have received educational benefits in the form of individual entitlements. From these 35 years of experience, Levin concludes that a general system of individual entitlements promises to be efficient in regard to comprehensiveness, flexibility and equity.[126]

More recent experience with a voucher system was made in the region of South Tyrol (Südtirol)[127] where vouchers were distributed to 1,500 persons between 15 and 70 years, 700 of them chosen by chance and the others belonging to special target groups (200 unemployed, 200 workers older than 45 years, 200 Italian-speaking South Tyroleans living outside the big cities and 200 peasants). Every person received 3 vouchers, each being equal to about € 26 that could be used for attending education and training programmes in South Tyrol (the sum of the three vouchers covering approximately the fees for any of the programmes). Upon termination of the project, only 7% of the distributed vouchers had been used (10 % women and 6,5 % men). The special target groups made less use of the vouchers than the general public - with exception of the group of the unemployed who

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[124] The proposal for an "Entitlement to Lifelong Learning" as suggested in *Learning: The Treasure Within* was also incorporated in § 49 (i) of the Agenda for the Future passed at CONFINTEA V as a self-commitment to improve the financing of adult education.

[125] Delors et al., *Learning: The Treasure Within*, page 32.

[126] Levin, *Individual Entitlements*, in: Financing Recurrent Education, p.51 - 54 (Evidence On The Potential Of Entitlements) and *Die Finanzierung periodischer Weiterbildung durch Bildungsgutscheine*, in: Kosten und Finanzierung der beruflichen und nichtberuflichen Weiterbildung, p. 96 - 98 (Erfahrungen mit dem Gesetz über die Versorgung von Kriegsteilnehmern).

[127] See Tappeiner, *Experiment Bildungsgutschein in Südtirol*, Materialien zur Weiterbildung/ Erwachsenenbildung in Salzburg 1998 vol. 16, p. 41 ff.

made good use of the vouchers. Prof Tappeiner, who has evaluated the programme, concludes that the introduction of a voucher system would obviously require the prior promotion of a "culture of vouchers".

Projects for the distribution of educational vouchers as a means of promoting the participation of adults in learning activities are also carried out in Austria.[128]

In Germany, the introduction of educational vouchers was recently discussed by the Sachverständigenrat Bildung of the Hans-Böckler-Stiftung (an independent body of experts, mainly trade unionists, financed by the Hans-Böckler-Stiftung)[129]. The heart of the reform proposed by the Sachverständigenrat in its discussion papers from October 1998 is the introduction of an account for education ("Bildungskonto") combining individual contributions through the account holder, his family or thirds with state grants in the form of regular payments starting after post-compulsory schooling, state loans at interest rates graded according to social criteria and the right to obtain educational vouchers of a certain size[130].

However, the proposal deals with the whole post-secondary educational provision for youths as well as for adults. It is meant as a partial alternative to a provider-based financial system, because in such a proposal, basic support from the state will still constitute the Main source. The voucher can be used either for the prolongation of initial formal education including university studies or for continuing education. For those who have completed university studies and who would like to go on participating in education, the education account is available, but then financed by the learner and/or through state loans.

The Main function of the education account, however, is to allow the learner to finance his or her living during post-compulsory education periods with the financial means accumulated on the account. There shall be no legal obligation for the individual to put money in his or her education account, but, as an incentive, such payments are entitled to tax relief. Vouchers shall only be used to attend accredited programmes offered by public or private providers who successfully prove the quality of their courses.

In summary, a system of adult learning vouchers has the following general features:

- The voucher system commits the government to provide a specified amount of grants to individuals which can be used for participating in organized adult learning programmes fulfilling the eligibility requirements;

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[128] Information provided by the Ministry for Education and Cultural Affairs (Bundesministerium für Unterricht und kulturelle Angelegenheiten), Vienna, Austria, for the regions of Steiermark and Salzburg.

[129] Educational vouchers are also discussed in Switzerland: Commission nationale suisse pour l' UNESCO, *État des lieux - Suisse*, p. 55.

[130] Sachverständigenrat Bildung, *Für ein verändertes System der Bildungsfinanzierung*, discussion papers no.1 Oct.1998, p. 45 - 47.

- The entitlement can be used over the lifetime of the individual;

  Any provider of adult learning programmes approved as eligible can accept students with vouchers and redeem them for cash from the voucher fund;

- A special agency sponsored by the government sets out the specific eligibility regulations for both the access of individuals to the adult learning programmes and for eligibility of providers to the voucher system.

Within this framework, different approaches could be developed, responding to different objectives. For example, the vouchers may also take the form of loans when grants are exhausted. Their amount and their composition might depend also on factors like the family resources, background characteristics of the learner or the type of education.

Individual Learning Accounts

A similar model for financing adult learners are the so-called individual learning accounts (ILAs) of which the application is currently tested in the United Kingdom. Their large-scale introduction is foreseen for the year 2000. The objective of ILAs is to stimulate the participation of adults in lifelong learning and to provide an alternative vehicle for funding continuous learning.[131]

The Main difference between ILAs and educational vouchers is that the contributors to ILAs can be diverse, including employers, the state, individuals etc., and that the government supports ILAs with an initial amount to be complemented by the other partners. ILAs have to be understood as a system of cooperation between the government, individuals, employers and other social agencies. Educational vouchers, on the contrary, are a way of channelling a certain quantity of public support to the individual (instead of directly financing the providers) in order to create a more demand-oriented education (market) system.

The introduction of ILAs in the UK is part of a new strategy for lifelong learning which has been drafted by the Secretary of State for Education and Employment in his Green Paper "The Learning Age - a renaissance for a new Britain" in February 1998. Taking into account the recommendations and comments on this paper and the results of subsequent consultations and of development work at local and sectoral level, the latest proposals for a coherent reform, including for the establishment of a framework for ILAs "as a major strand in the Government's programme for a lifelong learning revolution", were presented by the Secretary of State in his White Paper "Learning to Succeed - a new framework for post-16 learning" in June 1999[132].

A more detailed analysis of the stage of development of ILAs is contained in a special paper on "Individual Learning Accounts - A Summary of Progress"[133]. In this paper, ILAs are defined as "a special bank account to help individuals pay for learning"[134]. They are considered as a "key addition

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[131] DfEE (Department for Education and Employment), *ILAs-A Summary of Progress*, p. 2 (2. Objectives).

[132] Publication of the DfEE available in the Internet at http://www.dfee.gov.uk/post16/index.htm; Chapter 7 - Supporting Adult Learners, p. 2 (Individual Learning Accounts), point 7.8.

[133] Published by the DfEE in the Internet at http://www.dfee.gov.uk/ila/index.htm.

[134] DfEE, *ILAs - A summary of Progress*, p. 4 (4. The account model and incentives).

to the package of support already available to learners", i.e. a complementary measure.[135] As it was set out in the Green Paper, the concept of ILAs is based on the principles, "first, that individuals are best placed to choose what and how they want to learn and second, that responsibility for investing in learning is shared."[136]

The other features of learning accounts set out in the ILA-Paper are likely to be, firstly, that they will be available through a range of financial institutions, secondly, that an individual can withdraw his or her own contributions to use for any purpose, thirdly, that course fees will be paid for directly from the account by electronic funds transfer authorized by the individual and, fourthly, that the Government will provide the incentives only for individuals who open an account and pay for their learning through that account.[137]

A state contribution of € 230 for each individual is made on the condition that the individuals are also contributing to a certain percentage. If the individual spends more than € 760 a year for his or her continuing education, he or she is entitled to a discount of 20 % of the cost of eligible courses. For certain priority programmes like computer literacy, the discount can even go up to 80 %. This programme is complementary with fiscal advantage measures.[138]

For the first year of the programme, 1 million individuals will have access to the voucher policy with the intentions of making the programme available gradually to the whole adult population who are at work or about to enter it and who are not in full-time education.[139] The reason is that for those students other state support is already available.[140]

In order to test the implementation of ILAs, fifteen development projects on the local/regional level ran during 1998 - 1999, led by Training and Enterprise Councils (TECs), Chambers of Commerce, Training and Enterprise in England and Wales. These projects explored a wide range of potential models for ILAs and examined issues such as the scope for provision of loan facilities for account holders. On the sectoral level, projects have been undertaken in conjunction with National Training Organisations in the sectors of construction, plumbing, management, sport and recreation, and distribution. In addition to these projects, there have also been consultations concerning ways of cooperation with employers (for example on the question how ILAs can relate to organisational

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[135] DfEE, *White Paper,* Chapter 7, 7.11 and *ILAs - A Summary of Progress*, p. 3 (2.Objectives).

[136] DfEE, *The Learning Age*, p. 27, 2.10.

[137] DfEE, *ILAs - A Summary of Progress*, p. 4 (4. The account model and incentives).

[138] DfEE, *White Paper*, Chapter 7, 7.9 and *ILAs - A Summary of Progress*, p. 4 (4. The account model and incentives).

[139] DfEE, *White Paper,* Chapter 7, 7.11 and *ILAs - A Summary of Progress*, p. 4 (4. The account model and incentives). The limitation of incentives to educational activities of people in work was already prevailing in the Green Paper *The Learning Age* for the universal approach ("anyone at work") as well as for the targeted approach ("people without qualifications and in low-skill jobs, areas of skills shortage, employees in small firms and those seeking to return to work"), see p. 28.

[140] For example, unemployed people are offered support through the New Deal and related programmes, there is already free learning for basic skills, and people in full-time education dispose of the already above- mentioned means of support in the form of grants, loans etc..

development and individual career planning), trade unions, financial services institutions (who are key partners in making ILAs work) and learning providers.[141]

The evaluation available on ILAs[142], while recognizing the positive impact for targeted participants like unemployed people, raises important issues: First, because of the well-known structural and cultural barriers to participation in adult learning, ILAs can only be a measure to be complemented by other supporting policies. Secondly, because of some misuse of ILAs by employers that may use them to finance their regular programmes or by already privileged learners, the ILA- measures need to be inserted in a larger policy framework. Finally, the issue is being raised on the sustainability of ILAs in the perspective of lifelong learning.

Further Means

Many adults face extra costs associated with learning. The most significant cost for people wishing to improve their skills - especially for women wishing to return to the labour market - is the payment for childcare. Therefore the provision of child care facilities as well as of learning material free of charge is a - more indirect, but nevertheless very important - means of individually supporting participation of adults in education and training.

According to the responses to the questionnaires, both means are provided by Greece[143], the Netherlands[144] and Norway[145]. Also in Germany, there are child care facilities.[146] Material free of charge is furthermore supplied by Spain[147], Hungary[148], Ireland[149] and the United Kingdom[150].

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[141] DfEE, *ILAs - A Summary of Progress*, p. 5 ff (5. Development work).

[142] See Holden and Hamblett, *A Millenium bug ? ILAs in the learning age*, Summary of Presentation at the 3rd International Conference on "Researching Vocational Education and Training" at the Bolton Institute, 14 - 16 July 1999.

[143] Greece's reply to UNESCO CONFINTEA V Questionnaire.

[144] The Netherlands' reply to UNESCO CONFINTEA V Questionnaire.

[145] Norway's reply to UNESCO CONFINTEA V Questionnaire.

[146] Germany's reply to UNESCO CONFINTEA V Questionnaire.

[147] Spain's reply to UNESCO CONFINTEA V Questionnaire.

[148] Ministry for Culture and Education: reply to UIE NGO Study Questionnaire.

[149] AONTAS (National Association of Adult Education): reply to UIE NGO Study Questionnaire.

[150] NIACE (National Institute of Adult Continuing Education): reply to UIE NGO Study Questionnaire.

Concluding Remarks

The multiplication of measures and proposals to support financially the participation of individuals in organized adult learning indicates a new trend in adult learning policies in Europe. A new priority is given to demand-focussed policies in complementarity with the existing policies for supporting and managing adult education provision.

Four tendencies can be observed:

(1) Paid educational leave is, today, only one of many mechanisms proposed to support the participation of people in adult learning. Its limit is due to its organic link with the primary labour market, i.e. with the active populations which have long-term stable employment. In the Nordic countries, paid educational leave is, as stipulated in the 1974 Convention, used both for work-related purposes as well as for formal education and personal learning objectives. In Germany, however, it tends more to be used in learning areas remote from the concern of enterprises; hence, in this country, one can observe a reluctance of employers to support it.

(2) The review of the measures to support financially individuals has shown that some measures are more attune to some economic sector or some target population than others and that, in any case, all measures have to be embedded in the specific set of socio-economic policies typical for each country. Indeed, each of the different measures or proposals described in this chapter need to be reviewed and contextualized regarding not only the different cultural environments but also the conditions specific to the various sectors of activities.

(3) All the measures analysed raised the issue of the negotiation between the provider on the one hand, and the individual learner on the other hand with his/her aspirations for individual choices related to her/his personal development.

(4) The different approaches to support financially the participation of individuals in adult learning alone cannot solve the much more complex issue of structural and cultural barriers to participation: the obstacles to participation surpass financial means. The evaluation of the different financial means has shown that they need to be complemented by other measures, for instance information services, specific measures to support the participation of women in adult learning by offering services to free them from homework, campaigns to stimulate the demand and to voice the need such as *Adult Learners' Weeks*, etc.

Finally, the analysis made of the measures for supporting financially adult learners clearly demonstrates the trend that work-related learning needs are privileged. Of course, this development is a positive achievement, but it only deals with part of the adult learning demand. Interestingly, two other emerging trends have to be underlined in this regard:

- the growing interest of employers to equally take into account the non-work related learning needs of their personnel (for instance the well-known Employment Development Assistance Programme of Ford in the United Kingdom),

and

- the recognition of the transferability of competencies and, hence, the economic significance of supporting learning activities that are not immediately related to work situations. And because the distinction between vocational and non-vocational education is increasingly losing its significance, a new analysis has to be made insisting less on the priority put on work-related learning and focussing much more on the dilemma raised in the third trend mentioned above: the aspiration for an individualization of learning.

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CHAPTER 5

New Trends in the Financing of Adult Learning in Non-Governmental Organizations

Introduction

The financing of adult learning in non-governmental organizations in Europe is a complex reality. It varies significantly within the region, from the Nordic countries to Southern Europe and from West to East. It is, in addition, under important transition in the entire region.

In order to understand these differences and the current changes, we need to distinguish four different types of financial sources used by NGOs to fund the adult learning activities they are offering - either to a large public or to their members.

- The *first type* is the allotment of basic grants or of general operational allocations on a one-year or three-years basis. Often this general grant is determined by a national law, as in the case of most north-European countries.

- The *second type* of financial sources is the project-bound operational grant. This kind of financial allocation is given to non-governmental associations for the implementation of specific educational projects or a certain series of projects.

- The *third type* of financial source used by NGOs to fund their educational activities are the fees that they require from participants; we will often refer to this type as the "self-financing" pattern.

- The *fourth and the last type* of financial sources is private sponsoring whereby NGOs receive support from companies, foundations or, as in the United Kingdoms, national lotteries[151].

These four types, far from being mutually exclusive, are co-existing through different patterns, hence the importance to assess the changing relative weight of each of these types across countries and time.

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[151] The current UK government refers to this financial source as a "public" one.

5.1 The Shifting Pattern of Financing NGOs

The national patterns presented in our exploratory study show different configurations and different balances or proportions between these types of financial sources. In the Nordic countries and in northern Europe as a whole, the Main adult education associations, such as the folk-high-schools and the study-circles, benefit from all four types, but the first one, the general grant provided either by the national government or by provincial or even local governments, remains the Main source. Such is the case in the Nordic countries and in Germany. This first type is also important in other sub-regions: it covers, for example, 27% of the revenue of the folk-high-schools in Hungary.

The second type of financial sources - operational grants - tends to be the Main pattern by which Governments are financing adult education activities of NGOs in the other European sub-regions. In the absence of complementary support of the first type, this second type, though crucial, makes it more difficult for NGOs to plan for a period exceeding one year, to cover the costs of long-term investments required for research and development (RnD) and the training of adult educators in order to improve the quality of their educational provision.

Self-financing varies a lot from country to country. It is equivalent to 13% of the budget of the German folk-high-schools, but it reaches 50% in adult education associations in Flandres and even up to 75% in the Dutch adult education associations or in the French popular education associations. The fourth type of financial source, the sponsoring, is a relatively new phénomenon.

We can depict four Main features in the new patterns of financing the adult learning activities provided by the voluntary sectors in Europe. Firstly, one has to acknowledge the historical and the present importance of the governmental contribution to non-governmental providers. The policy of financing non-governmental adult education is a long-standing historical trend in the Nordic countries, in Austria, Belgium, France, Germany, and the Netherlands, while such financial support is a rather new dimension of the national adult learning policies in Portugal, the Czech Republic, Spain, Greece and Hungary. Today, both at national and European levels, the financing of NGOs is recognized as a needed and complementary component of the new adult learning policies.

However, the importance of this public contribution varies very significantly from one country to the other. According to the data available and presented in chapter 3, one can estimate that the allocation of public funds to support adult learning activities provided by NGOs ranges from approximately € 2.8 per capita of the total population in one country to more than € 35 in other countries such as the Nordic ones. In spite of these discrepancies, public support to NGO is, nevertheless, increasing, but with two significant changes: the multiplication of public sources (a trend analysed in section 5.2) and, since 1995, the development of financial support from the European Commission.

A second feature is the change in the relative importance of the different types of financial sources. We observe a tendency to modify the way in which NGOs are financially supported: a shift from the first to the second type, that is from core grants to project-bound allocations, and from the second to the third source of financing, that is from project-related grants to self-financing. Today, for example in Austria, the individual contributions of the adult learners are providing half of the revenues of the adult education associations; the same is true in Flandres and in the Netherlands.

This trend, whereby the majority of the educational budgets are provided by participants themselves, carries along two problematic phenomena: Firstly, in most countries, the possibility to obtain tax exemptions in return for fees paid for educational programs is only applicable for degree or credit-related programs or for vocational training. Secondly, the prevalence of this third type of financial sources is bound to have an impact on the profile of the participants and on the type of programmes that are mainly accessible: the loss of structural support will continue to transfer the actual costs for courses (based on the costs for teachers and learning materials) towards the participants, who will be confronted with a system of quite diverging tariffs. Such practices will create, even within a given adult education centre, new forms of discrimination based on the economic status of participants.

A third feature in the financing of adult education NGOs is the new kind of activities which are financed and/or the new kind of NGOs which are supported. We refer here to the increasing importance of work-related or explicit vocational adult learning activities undertaken by NGOs, and the emergence of new non-governmental adult education associations related particularly to the workplace or to partners of the new labour market policies. These types of educational activities undertaken by the voluntary sector are growing in all European sub-regions, and in countries such as Belgium or Hungary for example, they even tend to secure, among the NGOs, the biggest increase of public support. This change of policies raises new issues (see section 5.4).

An interesting new trend in the provision of project-based financial support is the creation of national funds co-managed by recognized networking non-governmental organizations, as this is the case with the special adult learning fund administered by the *National Organization for Adult Learning (NIACE)* in the United Kingdom.

Finally, an important characteristic of the new pattern of public support to NGOs is the growing contribution of provincial or regional and local governments. Over the last decade, these public actors have become an important public financial source for adult learning activities, as this can be observed, for example, in the United Kingdom and in the Nordic countries.

5.2 The Multi-Ministerial Financing of Adult Education

A review of the national windows presented in chapter 3 generates a very long list of different ministries involved in the financing of adult learning activities by non-governmental organizations. Of course, the respective Ministries of Education and of Culture and Communication appear at the top of such lists. The Ministry of Education is the source of public support, either through the allocation of general sustaining grants or of project-based funding to adult learning non-governmental organizations in Denmark, Sweden, Finland, Portugal, Ireland, Luxemburg, Austria, United Kingdom, Spain, Greece and Germany, while the Ministry of Culture and Communication is playing a similar role in the Czech Republic, Flemish Belgium, and in the Franco phone Community of Belgium. In the United Kingdom, the Main ministerial actor in this domain is the Department for Education and Employment.

Besides these important and focal financial sources, many other ministries are mentioned as sources of financial support: the Ministries of Interior, of Defence, of Justice, of Youth and Sports, of Agriculture, of Social Welfare, of Migration, of External Affairs, of Health, and of Environment. What is noteworthy here is that the role of these "other ministries" is mentioned mainly by countries in which the provision of general sustaining grants is less common. In

Portugal, Ireland, Spain and Greece, many ministries are solicited to give support to adult learning on a project-based formula. In the Nordic countries, however, few references are made to these "other" ministries: NGOs seem to be mainly, if not exclusively, funded by the education ministries, with the notable exception of a recent policy whereby the folk-high-schools have the possibility to join in the national new programmes for the re-training of unemployed people or of workers at risk of losing their jobs.

This overall picture is evidence of a new feature in adult learning policies: the complementarity between direct and indirect adult learning policies, i. e. between explicit adult learning policies expressed in parliamentary legislation, on the one hand, and the development of an educational component in many sectorial policies, on the other hand. One can find, for example, the insertion of Information-Education-Communication (IEC) strategies and sub-programmes in health, environment, and agriculture policies, or of educational programmes introduced in the welfare policies for the ageing population. This new characteristic, due to its diversity, is difficult to assess precisely and quantitatively, but the information given to that effect in the national windows signifies that here is an important new source for the financing of adult learning activities in civil society.

This new trend, the "collateral" financing of activities from different "sectorial" ministries, is particularly significant in the domain of health. In most of the countries, the Ministries of Health provide support for health promotion, family planning education, sanitary education, the prevention of aids, etc. In Flandres, a special institution, the *Flemish Institute for Health Promotion*, is responsible for the project operation and for scientific as well as financial support to educational programmes; in 1996, more than € 2 million were furnished as subsidies for health education to associations for the elderly. A comparable organization was created in Greece under the Ministry of Health: the *Hellenic Centre for the Control of Aids and STDs*. Similarly, the French government created the *Conseil supérieur pour la promotion de la santé* (Higher Counsel for the Promotion of Health) in July 1997, with, as one of its mandate, the responsibility to support public information and education initiatives. This trend for collateral financing of health-related adult education activities can be equally observed in Luxemburg, Spain, the United Kingdom and Sweden where, for example, the Ministry of Health and Welfare and 26 regional councils provide financial assistance to NGOs for health education. All Ministries of Labour support "health and safety" education programmes and campaigns. Financial support of the fourth type (sponsoring) is also emerging in the health area: insurance companies and foundations are supporting activities in Flandres and in Germany where, however, this practice has raised some criticism. Very often, an international UN thematic year, as was the case for the elderly or for disabled people, is taken as the occasion for creating a new national fund to support non-governmental educational projects.

Similar trends can be found in many other domains of governmental intervention: environment, culture, natural resources, justice, etc. This new public source for the financing of adult learning through project-bound grants is certainly one of the most significant tendencies in the new economics of adult learning. No more can we assess the growth or the decrease of public financial support at national level without taking these new phenomena into account.

5.3 The Supra-National Financing Sources

The trend for the multiplication of financial sources can also be observed at supra-national level. The most visible and the more explicit financial source for non-governmental adult education organizations in Europe is the adult education programme created within the larger *Socrates*

programme of the Directorate-General of Education and Culture of the European Commission (the former DG 22). Initiated during the first phase of the Socrates Programme (*Socrates I*), the adult education programme will gain even more importance and visibility in *Socrates II*, as the 3rd Community action. Covering the period 2000-2004, it has been named the *Grundtvig* Programme. This is the first supra-national policy addressing explicitly and directly the general adult learning demand. The countries participating to this programme are the 15 EU Member-States, the EFTA countries and an increasing number of associated countries in Central Europe and in the Mediterranean region. All the countries surveyed in the framework of this study referred to this programme as an important source for research and development and international cooperation.

The other European sources are not explicitly and mainly concerned with adult learning, but they nevertheless constitute, in reality, the most quantitatively important sources of supranational public funding in Europe. Within these, the European source most frequently mentioned in the national windows, with the exception of the Nordic countries, is the *European Social Fund* (ESF), whereby non-governmental associations from Belgium, France, Germany, Greece, Ireland, and the United Kingdom, for example, are receiving funds to develop special programmes dealing with basic education, language education, the development of social skills, pre-vocational training, etc. This fund along with the other European structural funds (the *European Regional Development Fund* ERDF, the *European Agricultural Guidance and Guarantee Fund* EAGGF and the *Financial Instrument for Fisheries Guidance* FIFG) constitute important financial sources for the support of adult learning activities, and NGOs are beginning to make use of these funds. The training-oriented *Leonardo* Programme of the Directorate-General of Education and Culture, which supports "continuing vocational training and lifelong learning," is also an important source mentioned by the United Kingdom, Greece and Germany.

However, the most surprising information to be deduced from our data is the discovery that NGOs apply to and benefit from many other European funds to finance their activities. This is the case for the programmes *Horizon* and *Integra* which are used by associations in Belgium, Ireland and Greece to help finance adult learning activities for disadvantaged groups or for disabled people. It equally applies to the programmes *Youth for Europe* used by voluntary groups in France, Greece and Spain, to *Leader* used by French organizations, to *NOW* (for women) used by NGOs in Belgium, France, Greece and Spain, to *Adapt* used in France, Greece, Spain and the United Kingdom, and to the programme *PHARE* and of the *European Training Foundation* used by Central European non-governmental organizations.

We observe, at the European level, the same trend as at the one noted at the national level: the Main historical non-governmental adult education organizations, especially in Northern Europe, tend to use mainly if not exclusively the official Socrates Programme, while the adult education associations in the other countries, though participating also in the Grundtvig programme, are furthermore attempting to find financial support in many of the other sectorial programmes created by the European Commission during the last six years.

5.4 The Specific Contribution of NGOs

The specific contribution of NGOs is due to both their flexibility and their direct link with local concerns. It is, then, not surprising that the spectrum of learning content covered by non-governmental associations is vast. Even though their larger liberal education or cultural programmes are better known and have greatly contributed to their historical profile, NGOs today

are involved in many different content areas. First of all, a full series of social issues is now part of the educational programmes of NGOs, dealing with parenting, with the prevention of crime, with health promotion, with the struggle against poverty, with environmental issues, and with intergenerational problems. Secondly, the long tradition of non-governmental adult education work in relation to democracy in Europe has taken a specific orientation: the building of European citizenship and the strengthening of local governments. Thirdly, the emergence of an integrated Europe has created a huge demand for the acquisition of a second or third language and for the mastery of the national language by migrants and refugees. Over the last ten years, basic education has also become a priority among NGOs, in particular following the discovery that an important part of the adult population show serious difficulties to use written communication in order to solve their daily life problems.

Over the last five years, we have been able to observe a new phenomenon: the growing involvement of non-governmental adult learning associations in vocational adult education. In all the countries surveyed, the authors of the national windows have reported on new functions assumed by NGOs in relation, for example, with the mastery of new information technology, the development of managerial skills, the provision of special services for career development and the recognition of prior learning.

The increased overlapping between vocational and general education programmes and the growing difficulty to assign learning projects or courses to one of these two categories - which have been defined and managed until now as mutually exclusive - open new opportunities for NGOs. Language education, literacy, computer education, book-keeping, and leadership training are good examples of these new areas of both general and vocational domains of intervention.

Most of the NGOs are confronted with the new demands put forward by unemployed people, youth dropouts, migrant workers, disabled people, and minorities who want to integrate themselves into the labour market. New non-governmental organizations are even being established to that particular end, like the *Club Saber* in Portugal and the *Social Inclusion Association* in Ireland, etc. In Sweden, 10% of the newly created fund for the re-training of long-term unemployed people has been made available to Folk-High-Schools in order to obtain their participation in the national effort to raise the general level of competency of the labour force.

This trend is usually called the "vocationalization" of non-governmental organizations, which is an ambiguous term because it could also be named the "generalization" of vocational adult learning. The reality is, indeed, a reciprocal impingement of the two domains of adult learning. This inter-penetration process is provoking a new debate within the NGO community. On the one hand, resistance is expressed out of fear that NGOs might lose their traditional historical mandate and might give less priority to general education. On the other hand, the intention is uttered that through this border-crossing approach, adults traditionally excluded from general adult education programmes can be reached. In any case, awareness is growing that vocational and non-vocational learning experiences are increasingly overlapping and constitute, in fact, real cumulative processes beneficial to all the domains of learning.

The disappearance of the boundaries between vocational and non-vocational adult learning experiences can also be observed throughout our chapter 4 regarding the new policies regulating the financial support given to individual learners. The mixed educational motivation and aspirations, the multi-dimensional benefit and multiple application, the acknowledgment of the synergic character of active learning by the economic actors are all factors transforming the

traditional "dualist" definition of the learning demand: the validity of the distinction "vocational versus general" in the support now offered to individuals is being questioned.

5.5 Entitlement and Accountability

Non-governmental organizations are recognized as key actors in the overall provision of adult education. More and more countries recognize their essential and specific contribution and, hence, their entitlement to public support. But this entitlement is, in fact, a double-bond issue where the objective of accountability is counter-balanced with the needed programmatic autonomy of *non*-governmental organizations.

The question of recognition, accreditation and accountability of NGOs is, of course, being dealt with differently from one country to another. We cannot compare a country enjoying a long tradition of national laws allocating legal and fiscal status to NGOs to a country where civil society is either a new phenomenon or a revival of a reality that had been repressed for a certain period of years. In these latter countries, a series of new laws has been adopted during the last decade to allocate or re-allocate legal and fiscal status to NGOs. However, the recognition of non-formal adult learning activities which do not lead to educational certification and which would entitle to tax exemptions for the fees paid remains an unresolved issue everywhere: in fact, it means that greatly half of the adult learning enterprise is penalized.

In all countries, we do observe accountability mechanisms, but the approaches vary significantly from one society to the other, from the traditional inspectorate institutionalized in Austria and the United Kingdom to the more general procedures like accreditation, external auditing and obligation of yearly reports. In line with the trend towards an enlarged project-bound financing, accountability tends to become a straightforward process whereby the NGOs, both at national and European levels, have, as a first step, to present a proposal exposing the foreseen activities and the related financial estimates to the appropriate national ministry or Directorate-General, and, after having received the funds and having implemented the activities, are required to report on each of these projects or programmes.

Yet, the evolving relation between the state and the non-governmental sector is not without ambiguity, as we will point out in the conclusion.

CONCLUSIONS

The Changing Relation Between the State and Civil Society

The general diversification of adult learning provision with the aim of improving the capacity of people to participate is changing the relation between the state and civil society. The expansion of the responsibilities of social agencies and the rapid increase of the number of non-public service providers is, paradoxically, reinforcing and broadening the state's steering and managerial role.

The state assumes the responsibility for orienting and integrating the different policies, in which non-governmental organizations are more and more involved. As indicated in chapter two, NGOs have become important actors, as educational providers and as key participants in decision-making processes. This development is taking place both at local level as well as on the national and the European scenes.

The state is called upon not to retreat but to adopt *continuum* policies enabling individuals and communities to manage their education in time spaces, places and directions that have been freely chosen and where the subject's knowledge can grow effectively. The relevance of this new model has to do not only with the various fields and providers it covers but also with the subjects it aims to support, as they attempt to manage their own learning processes. This organizational model can no longer be subject to the compartmentalization in sub-systems (formal education institutions, enterprises, non-governmental organizations, etc). It is gradually developing - based on the diversification and complementarity of public and non-governmental provision, and on the availability of services capable of informing, guiding, assessing, financially supporting and motivating adults in their learning pathways.

These policies could, of course, be viewed as a strategy to reduce the role of the state delegated to a function of loose coordination and quality control, and to encourage a withdrawal of public services in adult education. It is true, as mentioned in some national windows in chapter three, that in some countries the focal ministries tend to decrease their "adult education budget." However, this trend is not general. In all countries, the public financing of adult education becomes ever more diversified. Moreover, the new adult policies include, beside the allocation of public funds to NGOs, other strategic elements such as: individual financial support programmes, directives to open public education institutions to adults, the establishment of inter-corporate funds, and the modernisation of programmes to be linked with unemployment benefits, health care and the environment. These new policies tend not to reduce the state's role but to transform it. The general economy of adult learning is quite different from that of initial education: the state is no less present, but differently.

The problem, however, is the lack of overall adult learning policies to enable the governments and parliaments to play their new role at the heart of this synergistic dynamics.

The NGOs in the New Organization of Adult Learning

This study, though exploratory, has revealed new significant trends. The role of the state is changing, and the public financial contributions to non-governmental organizations are, in most countries, increasing. The role of NGOs on the adult learning scene is more and more recognized. The tradition of public support in northern Europe has been maintained and diversified, while the governments in southern and eastern Europe are taking upon more and more the responsibility of giving support to non-governmental organizations, even if the support tends to be limited to project-based financing and the allotment of fiscal exemptions for private donations. One should note, as underlined in chapter five, the very significant differences regarding the amount of financial resources allocated to NGOs in the respective countries. Of course, the mobilization of many different public sources tend, in the region of southern Europe, to compensate partially from a quantitative point of view, and it is indicative of a very promising trend in adult learning. However, this multi-sources financing pattern, based on project-based support, may create huge difficulties for NGOs if they cannot receive, from a focal ministry, a financial support of the first type. It is only through such sustaining complementary grants that they will be able to plan their activities on more than a short-term basis and improve the quality of their educational provision.

Two related issues should be underlined: firstly, the very limited financial support given to research and development and to the training of adult educators - though important these may be in order to ensure the relevance of the adult learning activities, and secondly, the impossibilities to have the fees, which people pay for joining non-formal education activities, be object of fiscal exemptions similar to the formal education ones.

Because of the growing importance of their contribution, non-governmental associations are now becoming important players in the development of adult learning policies, both at national and European levels. NGOs are also increasingly recognized as partners in policy making. Coordinated by the *European Association for the Education of Adults*, the national associations have played a key role in all the five adult learning summits being held in Europe since the first one in Athens, Greece, in 1994, up to the last one in September/October 1999 in Turku, Finland. It is under their leadership that new programmes are being developed within the Directorate-General of Education and Culture, that the European Parliament has now integrated adult education as the recognized responsibility of one of its parliamentary commissions, that the European Commission has played an important role in the preparation, the holding and the follow-up of the 1997 *International Conference on Adult Education*.

Proposal for Further Studies

Our analysis of the financing of non governmental organizations was a premiere. As explained in the first chapter, we have been confronted with difficulties which are typical of such an initial exploration of a field that is very dispersed and weakly institutionalized.

The first difficulty encountered was the definition of an NGO. An NGO is a non-governmental and non-profit organization, recognized as such legally and fiscally by the public authorities. These four criteria (non-governmental, non-profit, public recognition, fiscal status) were at times loosely applied in defining and delineating the object of the study. In some countries, for example in the Czech Republic, the authors have included private providers and/or local public cultural centres or museums in some parts of their national survey.

Similarly, the use of the distinction *public versus non-governmental* and *formal* (degree or diploma oriented) *versus nonformal* adult education organizations as interchangeable terms by some authors was ambiguous. Even though the majority of adult learning activities provided by NGOs is of a non-formal character, the public adult education institutions are offering both types of activities. Moreover, we observe a growing tendency among learners to demand that their non-formal learning experiences be formally recognized through direct equivalencies or, later, through special prior learning accreditation services.

The legal and fiscal infrastructure regulating NGOs in the different countries remains equally unclear. This dimension should be studied more precisely: a systematic comparison should be made between countries, where the historical and cultural contexts would be taken into account. We need to know more on how the national and supra-national agencies, which support non-governmental adult learning, refer to these legal frameworks when they accredit NGOs and make them accountable. The way NGOs attempt to improve these legislative frameworks which define their status and privileges needs also to be scrutinized.

Over and beyond these formal complications, there is a much bigger difficulty. The genuine diversity and heterogeneity of non-governmental organizations providing different types of adult learning opportunities make it difficult to monitor the situation rigorously through secondary information sources. Our study has the advantage of giving us a first overview of the situation and of depicting the Main trends in the policies and strategies adopted or used for the financing of adult learning activities undertaken by NGOs. But in order to assess more accurately the roles and importance of NGOs in the overall adult education provision in the different countries, we need to prolong this first analysis through further complementary studies. In-depth national inquiries in two or three typical countries may be the only way to study more systematically a field which remains weakly institutionalized. This precise mapping of non-governmental provision can only be done through direct in-country interviews and collection of primary source documents.

More national surveys on adult education participation, such as the ones mentioned in chapter two, need to be undertaken, where the category "non-governmental providers" should be more developed and differentiated. We need also systematic reviews (similar to the review made in chapter four on financial assistance offered to individual learners) of the national legislation regulating the financial support given to NGOs for their adult learning activities. Similarly, a consolidated review of the contribution of the different Directorates- General within the European Commission may help to grasp the overall participation of the European Commission in the provision of adult learning.

The Need for an Expanded Vision of Educational Investment

The financial support given to NGOs remains a poorly-documented public investment. The mainstream discourse of the "return on educational investment," which takes into account the effects of different levels of qualification and competencies on the national development, has until now more or less ignored the costs of not increasing the productivity of all its citizens. The benefits of educational investment in today's societies cannot be assessed without including the "opportunity costs". What will the remedial costs come up to tomorrow if we do not invest in the prolonged basic education of all citizens and their empowerment in environmental issues and the improvement of the living conditions today? How will societies be able to bear the increasing curative costs, if they do not invest in preventive health education with a long term perspective? What economic price we will

have to pay in the future, if we do not invest, as Habermas would say, in the development of communication skills to ensure the democratic negotiation of conflicts?

The profitability of - if not the need to invest in - adult learning at the workplace has long been recognized. Lifelong learning has become a priority and a central policy concept in the White Paper of the European Union (*Growth, Competitiveness and Employment*) from 1993 onwards. But the essential contribution of NGOs in this domain remains under-valued because the economic, social and cultural return on such investment is still largely under-documented.

Let us hope that the new information provided in this publication as well as the reported gaps which such an initial and exploratory analysis entails will lead, in the near future, to a number of further studies reporting systematically on the multi-dimensional contribution of non-governmental organizations. Because of the lack of information, their indispensable role in the development of human resources is only beginning to be acknowledged.

References

European Commission, **Growth, Competitiveness and Employment: The Challenges and Ways Forward Into the 21st Century**, Luxembourg, Office for the Official Publications of the European Communities, 1994

ANNEX

145

COUNTRY WINDOWS (altogether around 6 pages)

I FINANCIAL STRUCTURES OF NON-GOVERNMENTAL ADULT LEARNING IN EUROPE

In this section, we would like to address *non-governmental* non-profit organizations which provide non-formal adult learning opportunities (including adult literacy).

1.1 **General overview** of the structure and organization of *non-governmental* adult learning: what are the provisions/activities/responsibilities of NGOs in your country? (Please put that in the context of the - briefly mentioned - overall adult learning provision) -> 1 ½ pages

1.2 Policies and **legislative environment** on adult learning: What are the laws/policies/programmes on the financing of *non-governmental* adult learning (at national/regional/local level)? What ministries/departments/public agencies are in charge of the financial support to NGOs (at national/regional/local level), and what is the nature of their support? Which (from what public source) is the most significant form of support? What are the laws/policies/programmes in other public sectors (different from education) that are contributing/applicable to the financing of *non-governmental* adult learning? -> 1 ½ pages

1.3 **Amount of public financial support** to *non-governmental* adult learning: What is the share of public financial support compared to the overall financial sources of NGOs which provide adult learning opportunities in your country? Has this public financial contribution increased or decreased over the last six years? -> ½ page

1.4 **Specific preferences/content areas** of *non-governmental* adult learning: What are the specific preferences/content areas that are mainly financed by public sources? What financial support do NGOs active in preventive health education receive from the Ministry of Health? What financial support do NGOs active in educational activities for aging people receive from the public sources, and which are those public sources? -> ½ page

1.5 **Recognition and accountability** of NGOs: Are NGOs recognized as adult learning providers by public authorities? What are the mechanisms or agencies of control? What are the mechanisms for NGOs to report back? -> ½ page

1.6 **Supra-national financial support**: Which European Union programmes or funds support *non-governmental* adult learning in your country? How substantial is this EU support? What content areas are mainly funded? -> ½ page

II INDIVIDUAL FINANCIAL SUPPORT TO PARTICIPATION IN THE OVERALL ADULT LEARNING PROVISION

In this section, we would like to address individual financial support to participation in *all* forms of adult learning and training from *all* sources (including employers).

Which are the most important mechanisms or models for individual financial support in your country (such as paid educational leave; reduction of working hours; job rotation; time sharing; special scholarships/grants; vouchers; tax allowances)? -> 1 page